

REPORT

OF THE

DECK PASSENGER COMMITTEE

1950

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REPORT OF THE DECK PASSENGER COMMITTEE

CHAPTER I

INTRODUCTORY

(1) *Appointment of Committee : Terms of Reference.*—The Deck Passenger Committee was appointed by the Government of India, Ministry of Commerce, in their Resolution No. 56-M. (1)/48, dated the 28th January 1950 which (as amended subsequently) is reproduced below :—

Resolution

The Government of India have from time to time received numerous representations regarding the unsatisfactory conditions of travel in the unberthed passenger trades. The suggestions made have varied from the improvement of individual items of amenities to the total abolition of the unberthed passenger traffic. The question of safety standards in these trades came up for consideration before the last International Safety Conference held in London in 1948, and the Indian Delegation then made a statement that the Government of India proposed to undertake a comprehensive enquiry into the question of construction and life saving appliances for passenger ships engaged in the pilgrim and/or other unberthed passenger trades in certain waters. The question involves technical and other aspects and also requires a careful reassessment of the present position of demand and supply in the various trades concerned. It has accordingly been decided that a special committee should be appointed to investigate the question in all its aspects and to make recommendations on the subject. The Committee will consist of the following, namely :—

- | | | |
|--|---|--------------------------|
| 1. The Director General of Shipping, Bombay | } | <i>Chairman.</i> |
| 2. Mr. C. A. Buch, Bombay | | } |
| 3. Mr. M. C. Veerabahu, M.C.A., Tuticorin | | |
| 4. Mr. Bidesh Kulkarni, Bombay | | |
| 5. Mr. P. Kodanda Rao, Bangalore | | |
| 6. Mr. Hemanta Kumar Basu, Calcutta | | |
| 7. The Officer on Special Duty, Directorate General of Shipping, Bombay. | } | <i>Member-Secretary.</i> |

The Committee may co-opt one or more Officers of the Mercantile Marine Department as Technical Members.

2 The terms of reference of the Committee are appended. The Government of India trust that all Shipping Companies, Chambers of Commerce and other unofficial bodies interested in the unberthed passenger traffic will afford the Committee all the assistance which it may require and that they will comply with any request for information and advice which it may address to them.

3. The headquarters of the Committee will be at Bombay, its postal address being
C/o. The Directorate General of Shipping,
“ Commerce House ”, Currimbhoy Road,
Ballard Estate, Fort, Bombay,

and the telegraphic address C/o. DEGESHIP, Bombay. It will visit such other places as are considered necessary.

4. The Committee will submit its report to the Government of India as soon as possible, but not later than the 30th June 1950.

Terms of reference

(1) To examine the prevailing conditions of travel in the various unberthed passenger services to and from Indian ports, and on the Indian coast.

(2) To make recommendations regarding the continuance of such services on all or any of the various routes, and whether in the event of discontinuance, berthed services should be substituted.

(3) To recommend measures which should be taken to prevent overcrowding on ships and to secure safer, better and generally improved conditions of travel in such unberthed services as should be continued, the effect of such measures on the level of fares being kept in view and indicated. In formulating its recommendations in the matter of improvements,

the Committee should take note of the Indian Merchant Shipping Act, 1923, relating to unberthed passenger ships and the various rules made thereunder; the Simla Rules, 1931, and the revised International Convention for the Safety of Life at Sea, 1948. In addition to other recommendations which the Committee may make, it should make definite recommendations in respect of both existing and new ships as to—

- (i) modification of the existing rules regarding allotment and measurement of space for passengers including alteration of the present scale of space allowance, the desirability of introducing dormitory accommodation and providing bunks or sleeping platforms, exclusion of irregular spaces such as hatchways, provision of separate accommodation for families and the provision of baggage accommodation;
- (ii) improvements required in the existing standards of ventilation, latrine accommodation and water supply;
- (iii) improvement of amenities including catering arrangements, cooking places and recreation facilities;
- (iv) improvement of the constructional and Safety standards prescribed at present in the Simla Rules, 1931, with a view to facilitate consideration of the amendment of those rules.

5. We have attempted to cover all the grounds indicated above in our report in the light of evidence laid before us and of our own observations.

6. *Meetings, tours and visits.*—The Committee assembled at Bombay on the 25th March 1950. It held in all 14 meetings at Bombay, 3 meetings at Calcutta, 3 meetings at Madras, 1 meeting at Tuticorin and 1 meeting at Nagapattinam; it also had several informal sessions for discussion among the Members and with experts.

7. The Chairman and Members of the Committee visited various unberthed passenger ships and pilgrim ships at Bombay, Calcutta, Madras, Tuticorin and Nagapattinam. They also performed the following voyages on unberthed passenger ships in order to see for themselves the conditions during the voyage, and to discuss with the passengers their problems and difficulties :—

Bombay—Porbunder	Chairman,	“ Khandalla ”.
	Mr. C. A. Buch,	
	Mr. Bidesh Kulkarni,	
	Mr. C. R. B. Menon.	
Porbunder—Bombay	Mr. C. R. B. Menon	“ Sonavati ”.
Bombay—Panjim	Chairman,	“ Champavati ”.
	Mr. C. A. Buch,	
	Mr. C. R. B. Menon.	
Nagapattinam—Madras	Chairman,	“ Rajula ”.
	Mr. C. A. Buch,	
	Mr. M. C. Veerabahu,	
	Captain J. R. Davies,	
	Mr. C. R. B. Menon.	
Madras-Nagapattinam	Mr. P. Kodanda Rao.	“ Rajula ”.

8. The Chairman and Members also inspected the existing facilities at all the ports mentioned above, and availed themselves of the opportunities to witness embarkation and disembarkation of unberthed passengers and, in one case, the embarkation of pilgrims proceeding to Jeddah, with a view to observing bunks in pilgrim ships while in use.

9. The Committee regrets that owing to indifferent health and other preoccupations Mr. Hemanta Kumar Basu was not able to participate in the work of the Committee.

10. *Investigators.*—The Committee appointed two Investigators to proceed on round voyages and interview and record the opinions of a cross section of the unberthed passengers. One of the two Investigators (Mr. D. N. Phull, Research Officer of the Directorate General of Shipping) performed a round voyage between Bombay and Mombasa, and the other (Miss R. Thangavelu, a graduate trained in the Tata Institute of Social Sciences) performed a round voyage between Madras and Singapore, and a voyage from Calcutta to Madras via Rangoon.

11. *Written and oral evidence : Co-optation.*—The Committee issued a questionnaire to owners of unberthed passenger ships, to Associations and others interested in unberthed passengers, and to port authorities. An invitation to the general public to apply for copies of the questionnaire was issued by means of advertisement in selected newspapers. Wide

publicity to the questionnaire was voluntarily given by certain papers in East Africa. Copies of the questionnaire were also forwarded to Governments of Maritime States, representatives of the Government of India in countries to which the unberthed passenger traffic from India extends, Chambers of Commerce, Port Health Officers, the Controller and the Protectors of Emigrants, and the Principal Officers of the Mercantile Marine Department.

12. The Investigators who were deputed to proceed on voyages were furnished with a special questionnaire to be answered by the passengers actually on board.

13. A number of persons and Associations, particularly from East Africa, Malaya and Fiji addressed us by memoranda furnishing valuable information and views on the conditions of deck travel.

14. We heard oral evidence at Bombay, Calcutta and Madras from representatives of all the shipping companies concerned, port, port health and emigration authorities, passenger associations and individuals interested in unberthed passengers. We also had discussions at Tuticorin and Nagapattinam with representatives of shipping, commercial and other interests and local customs, port and emigration authorities.

15. The replies to our questionnaire, other written communications sent to us, the oral evidence tendered before us, and our own observations during the visits and voyages which we undertook, have given us sufficient material for our purposes. We take this opportunity to record our thanks to all public bodies, individuals, shipping companies and Governmental authorities who co-operated with us during the course of our enquiry.

16. The sets of questionnaire referred to above are reproduced in Appendix I.

17. In accordance with the provision on the subject contained in the Government Resolution appointing the Committee, we co-opted Captain A. B. Collins, Chief-Surveyor with the Government of India, and Captain S. A. T. Bullock, Nautical Adviser to the Government of India, as Technical Members. On the latter's retirement from the service of the Government of India, we co-opted his successor Captain J. R. Davies.

18. We are thankful to the above mentioned officers for the valuable assistance which they gave us in our deliberations.

19. *Growth of Indian deck passenger traffic.*—The beginning of the nineteenth century saw the commencement of the emigration of large numbers of labourers from India. At that time, Malaya was part of the territories administered from India, and Indian labourers migrated freely to that country to work on sugar, tapioca and coconut plantations. With the abolition of slavery in the British Colonies in 1834, a demand for Indian labour arose from European enterprises concerned with the plantation and mining industries in colonial areas, e.g., Fiji, Malaya, Ceylon, Mauritius, Zanzibar, South and East Africa, the West Indies, the Guianas and Brazil. Large scale recruitment took place, and when Burma came under British rule, Indian labour migrated in large numbers to that country also. In several of these countries, the indenture system prevailed. The conditions of employment of indentured labour were not very materially different from those of the slave labour which it replaced and were reflected in the mode of transporting that labour from and to India.

20. The prospective employers of Indian labour in other countries naturally desired that the cost of transporting the labourers to and fro should be kept to the minimum, and the owners of the ships which provided the necessary transport, equally naturally, desired that the traffic should pay to the maximum extent possible. These requirements were met by the device of keeping the fare per passenger low, and carrying as large a number as possible on each voyage. The carriage of large numbers was achieved by accommodating the passengers on the bare deck instead of in dormitories or on bunks, and allowing each passenger as little space as, in some cases, 5 sq. ft. The resulting conditions were naturally oppressive, and the large numbers carried constituted increased risk to the ship itself in emergencies. The evolution of the steamship and other technical advance generally have improved the standard of safety, but the improvement in the conditions of deck travel has not kept pace with this progress. The main features of this traffic continue to persist, and even today we find passengers being carried on some routes with a space allowance of 8 sq. ft. per person, on voyages lasting two or three days between terminal ports. Several other unsatisfactory conditions have also come down through the century and a half during which the trade has been in existence.

21. The ships engaged on this traffic were originally designated in Indian statutes as "Native Passenger Ships" but were generally known as "Cooly Ships". As a concession to sentiment, the term "unberthed passenger ship" was substituted in the Indian Merchant Shipping Act in 1933.

22. Another type of unberthed passenger traffic came into existence on the west coast of India with the development of Bombay as an industrial and commercial centre. The city attracted industrial workers for its mills and factories from the Konkan; domestic workers from the Konkan and Goa; settlers, businessmen, traders, artisans, peons, clerks, teachers, doctors, lawyers, and other white collar workers from Kutch, Saurashtra, the Konkan, Goa, North Kanara and South Kanara. The necessity for a service by sea between these regions arose because of the absence of a coastal railway south of Bombay and the inadequacy of rail facilities in Saurashtra and Kutch. Considerable trade and passenger movement existed and continues to exist between Bombay and Karachi, and the coastal services extended to the latter port from the very outset. To the south, the service extends upto Mangalore.

23. A service between Dhanushkodi in India and Talaimannar in Ceylon has been maintained for several years by the South Indian Railway, and a service between Tuticorin and Colombo is maintained by a private shipping company.

24. *Previous Enquiries into Indian Deck Passenger Traffic.*—The conditions of deck travel were previously investigated by the Native Passenger Ships Commission of 1890 and the Deck Passenger Committee of 1921. A small Committee appointed by the Government of Burma in 1918 also reported on the inconveniences and hardships suffered by Deck passengers travelling between India and Burma. The attention of these bodies, generally speaking, was taken up with the removal of the more oppressive and degrading features of the "native passenger" traffic, and with prescribing certain minimum conditions enforceable by law, however low the standards may be, and not very much with the question of providing anything which could be described as comfort. Even the modest improvements suggested by them were not fully accepted by the Government of India of the day, and in some respects the present standards fall short even of those recommended by the 1890 Commission. What the conditions were before that Commission was appointed is illustrated by the fact that the Commission proposed the *increase* of the scale of latrines to some fifteen for one thousand passengers. It also recommended that for calculating the accommodation required for animals, a horse should be taken as equivalent to 3 passengers, a bullock to 2½ passengers, a pony or a pig to 2 passengers, and 2 sheep to 1 passenger. The Commission had to propose a penalty for weighing anchor or moving the engines of a vessel while the passengers were in the act of embarking or disembarking, indicating that this inconsiderate and dangerous practice was not uncommon. That the practice continued even after the Commission reported is shown by the fact that 31 years later the 1921 Committee made a similar recommendation. Yet another indication of the conditions prevailing then is that the 1921 Committee recorded that "In several instances space was found measured, which under no circumstances was made available for deck passengers, e.g. the Bridge Boat deck on certain steamers, the First Class cabins on others." They, therefore, had to frame a special recommendation that "Space which is not under any circumstances made available for deck passengers should not be measured as available."

25. The Reports and recommendations of the bodies mentioned above constituted useful background for the present enquiry, and have been carefully considered by us.

26. *Deck Passenger services before and after the War.*—During and after World War II the trends of unberthed traffic have been towards considerable decline. The extent to which the pre-war volume of traffic is likely to be restored is, at present, uncertain.

27. We indicate below the services which were regularly run from various Indian ports before the War :—

Route	Schedule	No. of ships employed
(1) Calcutta-Rangoon	Weekly . .	2
(2) Calcutta-Straits <i>via</i> Rangoon	Weekly . .	3
(3) Coromandal-Rangoon	Weekly . .	2
(4) Chittagong-Rangoon	Bi-weekly . .	3
(5) Madras-Straits	Fortnightly . .	2
(6) Madras-Rangoon	Weekly . .	2
(7) Bombay-Persian Gulf	Bi-weekly . .	5
(8) Bombay-East Africa	Fortnightly . .	3
(9) Bombay-Karachi	Thrice a week . .	3
(10) Bombay-Mangalore	Bi-weekly . .	2
(11) Bombay-Bhavnagar	Weekly . .	1
(12) Bombay-Konkan	Daily . .	11
(13) Tuticorin-Colombo	Thrice a week . .	1

None of these services, so far, has been able to recover anything like its pre-war level. Even coastal services have been and remain curtailed. The Bay of Bengal Services between Madras Coromandal ports, Calcutta, Chittagong, Arracan ports and Rangoon, which had 6 weekly sailings each way, have now only one round service every 20 days or so. Even the Madras-Straits route which had 3 ships providing a fortnightly service, has now only one ship* providing an unscheduled service every 25 days or so, with a curtailed number of ports of call.

28. The pre-war traffic in the Bay of Bengal, excluding the Madras-Straits service carried approximately 5,20,000 passengers, but in recent years it has averaged only 1,00,000 a year. The numbers carried in the India-Straits traffic in pre-war years ranged between 2,75,000 and 3,92,000; in recent years the figures have dropped to about 1,00,000.

29. The traffic figures from 1928/29 to 1947/48 are given in Appendix 6, and the 1949 figures are given in Appendix 10. The decline which these figures indicate is an important factor which we have had to take into account in framing our recommendations.

30. Political and economic circumstances in India have altered fundamentally since the last enquiry was made and it is no longer sufficient to aim at providing the minimum facilities for bare human existence during a voyage. It shall accordingly be our aim to make such recommendations as would, in our view, achieve for the unberthed passenger the maximum comfort and convenience consistent with his ability to pay and with the economic working of the ships engaged in the unberthed trade.

31. *The terms "Unberthed Passenger" and "Deck Passenger".*—The term "unberthed passenger" has been defined in Section 149 of the Indian Merchant Shipping Act, 1923 as a passenger for whom no separate accommodation in any cabin, state-room or saloon is reserved. The term "deck passenger" is often used synonymously with the above term, and we have so used it in this Report.



*Another ship s.s. "Jalagopal" was put into this service in October 1950.

CHAPTER II.

EXISTING CONDITIONS

32. *Space*.—The unberthed passenger is not provided with any bench, berth or chair on which he can sit or sleep, and has to accommodate himself on the bare deck. The number of passengers which a particular deck can carry is arrived at by measuring the total superficial area of the deck in square feet, deducting the area occupied by obstructions (*e.g.* ladderways, hatches, ventilators, etc.) and dividing the remainder by $7\frac{1}{2}$, 8, 9, 10, or 15, according to (a) the voyage on which the ship is engaged, (b) the season and (c) the situation of the deck (whether it is an upper, between or lower between deck). It is unnecessary here to go into the details of the method of measurement, but the table below shows the area in square feet which, under the existing Regulations of the Government, must be allowed per passenger on representative routes :—

Route	Fair weather season sq. ft.	Foul weather season sq. ft.
Bombay-Goa }	7½	9½
Tuticorin-Colombo }		
Bombay-Mangalore }	8	10
Bombay-Karachi }		
Calcutta-Rangoon }	9	10
Madras-Rangoon }		
Madras-Singapore }		
Bombay-East & South African ports }	10	10
Calcutta-Durban }		

Ordinarily passengers are carried on the upper (weather) deck and in the between decks. Sometimes, however, they are also carried in two between decks (the upper and the lower). Space allowances for passengers on the lower between deck are greater, *viz.*, 12 square feet on short voyages during the fair weather season and 15 square feet during the foul weather season. For the purposes of space measurements two children under 12 count as one person, and infants below one year are not taken into account at all.

33. The fact that the above space allowances have been prescribed does not mean that each deck passenger is entitled to demand, or will receive, the amount of space indicated. In the first place, the rule does not lay down that each passenger shall be provided with any minimum space. The rule merely states that the ship shall *contain* the prescribed amount of space available for each passenger. Para (3) of the Order issued by the Government of India under Section 192 of the Indian Merchant Shipping Act, 1923, may be cited in illustration :—

“For seasons of fair weather, a native passenger ship performing a short voyage in which, in ordinary circumstances, she will not be 72 hours continuously out of port, reckoning from pilot station to pilot station, *shall contain in the upper between decks at least 8 superficial feet and 48 cubic feet of space available for each upper between deck passenger*, and on the upper (weather) deck at least 4 superficial feet available for each upper between deck passenger and 8 superficial feet available for each upper (weather) deck passenger.”

34. In actual practice as many deck passengers are booked as the ship is certified to carry, and on the passengers' arrival on board, each one is left to find such accommodation as he can. Those who arrive first, those who are able to gain the assistance of the crew by bribes, and those who are physically strong enough to intimidate others appropriate as much space as they need for themselves and their baggage. The space so occupied by these passengers is often in excess of the scale prescribed by Government, with the result that the remaining passengers receive very much less than that scale.

35. Secondly, portions of the deck which have been measured for the accommodation of passengers may, in some cases, be hardly suitable for such accommodation. In two ships which we visited, certain spaces intended for unberthed passengers adjoined the engine-room or boiler casing, and the casing, which was not insulated, had a temperature of 125° F at the time. Even the vicinity of the casing was so hot that a person standing there for five minutes got soaked in perspiration. The passengers were unable to occupy the space near the casing. Similarly the dark corners in the deck, the spaces of irregular shape, the neighbourhood of ladderways and latrines, etc., may not be habitable although those areas may have been taken into account in calculating the number of passengers which the compartment can carry. As the rules now stand, it is doubtful whether a Government Surveyor can refuse to measure

any space which is not specifically excluded by the rules but which may, in his opinion, be unsuitable for the accommodation of passengers. Government Surveyors are, however, known, in recent surveys, to have done their best in excluding such spaces from the area measured for passengers.

36. Thirdly, every passenger must necessarily carry some baggage. On certain routes, the passengers carry substantial quantities of baggage. A good proportion of the passengers, at present, are traders and carry merchandise as part of their personal baggage. For reasons which we shall go into later in this Report, the unberthed passenger is extremely unwilling to part with his baggage and allow it to be stored in the ship's holds. Thus, the meagre space allowance of $7\frac{1}{2}$ to 10 sq. ft. meant for the passenger's accommodation has also to accommodate his belongings. In the result, very great congestion occurs on the deck, especially when the ship carries a full, or nearly full, complement of passengers.

37. The complaint regarding the inadequacy of the space allotted to deck passengers has been constant and bitter. The 9 or 10 square feet of space (which is the scale provided for a deck passenger on a voyage which might last three or more days) is, even if the space was not encumbered by baggage, insufficient to permit an adult to lie down at full length. In that space he has to sit, sleep, and have his meals throughout the voyage. On voyages lasting more than a day or so, the space allowance now prescribed is naturally a source of considerable hardship if the complement is full.

38. *General Conditions.*—As soon as possible after arrival on board, the unberthed passenger spreads out his mat or bedding as token of his having appropriated the space. Sometimes the passenger arranges his boxes and other possessions in a row round his space in order to prevent other passengers, the crew of the ship and the catering staff from treading on the space while going to and fro. The large majority of passengers are unable to adopt this precaution, and persons moving about are obliged to, and do, walk on the spread-out bedding and step over the persons lying on them. When the Members of the Committee visited unberthed passenger ships, they were put to the embarrassing necessity of adopting the above course in order to go round the decks and see conditions for themselves. On these congested decks, the passengers are often sea-sick and the vomit fouls the neighbourhood until the place is cleaned at the next routine visit of the sweeper. This may be some hours later. Owing to the inadequacy of latrines, and the difficulty of moving about on deck, children are often obliged to ease themselves where they sit. As there are no dining rooms for deck passengers (except on a few new ships which have small dining rooms) they are forced to eat their meals where they sit in these nauseating conditions. The decks are generally littered with remnants of food, rinds, peels, soiled paper and other refuse, for hours on end. The habits of some of the passengers themselves add considerably to these unsatisfactory conditions.

39. *Ventilation.*—The ventilation in the between decks is provided by the side scuttle and by the cowl ventilators. In a few recently built ships mechanical ventilation has been provided by blowers. Even in the best ventilated between deck compartment which we saw, the atmosphere was stale, warm, moist and on the whole unpleasant. During the many hours which a ship spends in ports, the effectiveness of the ventilation through the side scuttles and cowl ventilators is much less than when the ship is in motion. When the weather is wet, some of the side scuttles have to be closed, and the conditions become even oppressive. No electric fans and exhaust fans are provided in these compartments, although they would have reduced the discomfort, and the expense involved would have been negligible.

40. *Cleaning of Decks During Voyage.*—In some ships the decks are washed with the help of a hose during the voyage, and during the process the passengers are obliged to stand up with their belongings. On ships on which the decks are not washed, they are swept twice a day. The sweeping is, however, not sufficient to cleanse the decks effectively and the condition of a ship after three or four days of voyage with a full complement of passengers is very unsatisfactory.

41. *Removal of Awnings.*—Unberthed passenger ships, except the small passenger coasters engaged in the Bombay-Konkan services, always carry cargo, and when cargo is worked at intermediate ports the awnings on the upper deck have to be removed and the hatches opened up. The loading and unloading may take several hours and meanwhile the passengers (including women and children) on the upper deck are exposed to the sun, rain or other prevailing weather. Those passengers in the way of the cargo machinery have also to move elsewhere, often with all their belongings. The master of the ship does not always make arrangements to find alternative accommodation for these passengers (e.g. on promenade decks, in public rooms or elsewhere) for the period during which the awnings are removed and they remain exposed to the weather.

42. *Initial Cleaning of Decks.*—Ordinarily, the decks are washed some time before the passengers are allowed on board, but the cleanliness achieved depends on the efficiency maintained on the ship. Complaints regarding the initially unclean condition of the deck have been made to us by passengers, and in one ship, which the Members of the Committee boarded at Madras, a compartment was so covered with coal dust that one could write on the deck with one's finger. On this ship the coal chutes went through the middle of the compartment and the chutes had grated openings into the compartment with the result that every time the coal in the bunker space below was disturbed, coal dust ascended through the chute and floated into the compartment.

43. *Carriage of Cargo in passenger space.*—The between decks are sometimes used for carrying passengers and sometimes for carrying cargo. When a ship does not carry a full complement of passengers, the owners sometimes exclude passengers from all or some between decks, and use them for carrying cargo. Shipowners have often argued that although the space allowance now prescribed for passengers is small, in practice, the passengers get additional space whenever full complements are not carried. The practice referred to above seems to weaken the argument considerably.

44. *Baggage and Congestion.*—It was urged on behalf of the shipowners before the 1890 Commission, the 1921 Committee and ourselves, and on all occasions when the question of space allowance was discussed, that the congestion on decks is caused largely by the baggage carried by the passengers. We are unable to agree wholly with this contention. Where hundreds of passengers are carried in any area at the rate of between $7\frac{1}{2}$ to 10 square feet of space per passenger, congestion is inevitable, even if the passengers had no baggage at all. The congestion is, therefore, to be attributed primarily to the inadequacy of the space now prescribed per passenger, and all that can be said is that the passenger's baggage considerably worsens the situation. We have discussed the question of baggage later in this Report.



CHAPTER III

RECOMMENDATIONS REGARDING CONDITIONS ON BOARD SHIPS

45. *Economic status of Deck Passengers.*—The economic status of deck passengers has a direct bearing on their ability to pay any increase in fares which may be necessary for improving the conditions of travel. We have, therefore, made an attempt to assess the economic status of deck passengers from the data available to us. The information furnished by shipping companies in respect of routes operated by them tends to show that during post-war years there has been a change in the class of people who travel on deck. With the Government of India's prohibition of the emigration of unskilled labourers, and the tightening up by other countries of their immigration and re-entry rules, movement of large numbers of labourers between India and other countries has considerably diminished. On the coastal routes, particularly the Konkan route, labourers continue to constitute a fair proportion of the passengers. We give below the information furnished to us in the main by the various companies as to the estimated composition of deck passengers at present :—

Overseas routes

	Skilled Labourers.	Petty traders, etc.	Clerks etc.	Others
Bombay/East Africa	30%	60%	10%	
Madras, Calcutta/Rangoon, ...	10%	70%	20%	
Calcutta,/Straits, ...				
Calcutta,/Hongkong, ...				
Shanghai, Kobe.				
Bombay/Karachi/Persian Gulf.	30%	50%	20%	
Madras/Straits	10%	75%	15%	
Bombay/Gulf of Aden and Red Sea Ports	5%	70%	25%	
Bombay/Mauritius	45%	50%	5%	
	(including working farmers & craftsmen).			
Calcutta/East & South Africa	99%	1%	..	
	(Lascar seamen joining vessels abroad).			

Coastal Routes

Dhanushkodi/Talaimannar (Ceylon)	60% (skilled and unskilled)	20%	10%	10%
Tuticorin/Colombo	60% (skilled and unskilled)	15%	25%	
Bombay/Konkan	50% (skilled and unskilled).	15%	35%	
Bombay/Mangalore	15% (skilled and unskilled).	25%	60%	
Bombay/Saurashtra	30% (including seamen).	60%	10%	
Bombay/Karachi	..	99%	1%	
Bombay/Kutch Mandvi	..	95%	5%	
Madras, Calcutta/Port Blair	70% (Ranchi workers for Forest Dept. Also latterly land workers and artisans being settled in the Andamans).	15%	15%	

In furnishing the above information, the companies have made it clear that the figures are entirely rough estimates. A small proportion of the passengers (*e.g.* the employees of the Governments and railways, the white collar workers travelling on their firms' account, recruits to the oil companies in the Persian Gulf, etc.) have their fares paid by their employers. The proportion whose employers pay the fares of the families also is smaller. We understand that in pre-war years the fares of unskilled labourers proceeding to Burma were paid in the first instance by the recruiting "maistries" and subsequently recovered from the workers' wages with interest.

46. It will be seen that except on the short runs (Bombay/Konkan, Dhanushkodi/Talaimannar and Tuticorin/Colombo), the labouring classes now constitute only a relatively small proportion of the traffic, the bulk being petty traders and merchants. The Bombay/Mangalore run where white collar workers predominate is, however, an exception. On some other routes, quite well to do persons seem frequently to travel on deck; sometimes the head of a family travels cabin class and the family travels on deck. In formulating our recommendations, we have had regard to the poorest class of passengers as also to the categories who make up the large majority of the persons travelling.

47. We have given in the appendix No. 9 the analysis of the information regarding incomes of deck passengers, collected by the two Investigators appointed by us. The income levels of families were estimated by them to be as follows :—

Monthly incomes of families

Voyage	Rs. 100 & below	Between Rs. 100 and Rs. 200	Above Rs. 200
Madras/Singapore	33%	36%	31%
Singapore/Madras	29%	41%	30%
Calcutta-Rangoon } Rangoon-Madras. }	31%	42%	27%
Bombay/Mombasa	11%	8%	81%
Mombasa-Bombay	10%	15%	75%

The above figures related in each case only to one round voyage, but may be taken by and large to represent the position regarding deck passengers on the routes mentioned. All the information we have been able to obtain on the subject and our own personal observations tend to show that the deck passengers on the Rangoon-India routes are slightly poorer than such passengers on other routes. The number of families whose income is less than Rs. 100 per month is very small on the overseas routes. On the run between Bombay and East Africa the group is represented only to the extent of 10 to 11%. As regards the coastal services, we did not collect any data but we feel safe in assuming that the family incomes range between Rs. 80 and Rs. 200, having regard to the classes from which the passengers are drawn.

48. We have given in Appendix No. 5, the information furnished to us by the shipping companies as to the fares charged on the various routes. The report of the 1921 Committee contains information as to the fares which obtained on certain routes in the fourth quarter of the last and the first quarter of this century. We reproduce the figures below and also indicate the fares as on the 1st January of 1939 and 1950 :—

Bombay-Vengurla (Konkan Line)

	Rs.	As.
1878	3	0
1910	1	9
1913—14	0	10
1914—15	1	10
1915—16	1	8
1916—17	2	0
1917—18	2	15
1918—19	3	5
1919—20	3	6
1920—21	4	2
1-1-1935	4	8
1-1-1939	2	1
1-1-1950	13	8

*This low rate was the result of a "rate war"

Rangoon-Madras

	Rs.	As.
1891	10	0
1921	13	0
1-1-1939	16	0
1-1-1950	50	0

Rangoon-Calcutta

1891	10	0
1921	13	0
1-1-1939	17	0
1-1-1950	40	0

It will be seen that the increase in fares upto 1939 was gradual and that between 1939 and 1950 the fares have arisen approximately 2 to 3 times. We give below the rates as on 1-1-1939 and 1-1-1950 in respect of some representative routes, the figures in each case being (unless otherwise stated) for the "deck-without food" ticket.

	1-1-1939 Rs.	Pies per mile	1-1-1950 Rs.	Pies Per mile
Calcutta/Penang (1310 miles)	31	4.5	78	12
Calcutta/Singapore (1665 miles)	34	3.9	90	12
Calcutta/Hongkong (3100 miles)	44	2.7	166	10
Madras/Penang (with food) (1290 miles)	26	3.9	66	10
Madras/Singapore (with food) (1575 miles)	32	3.9	82	10
Bombay/Mombasa (2230 miles)	67	5.8	115	10
Bombay/Karachi (510 miles)	13	4.9	30	11
Bombay/Basra (1590 miles)	39	4.7	73	9
Bombay/Ratnagiri (140 miles)	1/6*	1.9	7.8	10
Bombay/Panjim (230 miles)	2/4*	1.9	15	12
*Low fares due to rate-war.				
Bombay-Mangalore (405 miles)	9/8	4.5	27	12

It will be seen that the present rates vary between 10 and 12 pies per mile except in the case of the Bombay-Basra route where it is only nine pies per mile.

49. In this connection it may be mentioned that in the pilgrim trade the return fare (with food, from Bombay to Jeddah, *via* Kamran, inclusive of Rs. 70/12/- sanitary and quarantine charges at Jeddah and Kamran) was Rs. 472/12/- in 1950 season. The net fare of Rs. 340 without food for the return voyage covering 4750 miles works out at approximately 13.7 pies to the mile. The space allowance and standard of amenities in pilgrim ships, of course, are much higher than in unberthed passenger ships.

50. Although we have mentioned the pies per mile at which the above fares work out, we are informed that steamer fares are not fixed on this basis, and that various other factors have to be taken into account.

51. The only objection that has ever been raised to the improvement in the conditions of deck travel has been that such improvements would entail an increase in fares and that the deck passengers would be unable to afford such increases. Although this argument weighed very much with the previous Committees and with the Government of India of those days, we have not considered this argument to be conclusive. As we have seen above, the fares have risen phenomenally in recent years for reasons unconnected with any change in the

conditions of travel and the deck passenger continues to pay the increased fares. The general reduction in traffic, we are satisfied, is to be attributed to other factors than the increased fares. We, however, considered it desirable to test the validity of this argument against an improvement in standards, and instructed our investigators who, proceeded on actual voyages, to interview a cross section of the deck passengers *inter alia* on the question whether they were prepared to pay increased fares in return for increased space and comfort. An analysis of the replies is given in Appendix No.8. On the Bombay-Mombasa run, opinion was almost unanimous that the unberthed form of travel should be abolished and better accommodation provided even if the fares had to be put up. All the representations which we have received from East Africa are also similarly in favour of the abolition of deck travel irrespective of the probable increase in fares.

52. As regards services in the Bay of Bengal, opinion was more divided : 50 per cent. of the passengers to and from Singapore and 66 per cent. of the passengers on the Calcutta/Rangoon and Rangoon/Madras voyages being against any increase in fares. These, of course, are the results of investigations made on single voyages but we have no reason to think that the general trend of opinion among the unberthed passengers on these routes is not correctly represented by the above figures.

53. On the coastal routes, special conditions existed during the period of our enquiry. The companies concerned put up the fares by 50 per cent. in April 1949, but brought them down in 1950 on the Konkan coast by $12\frac{1}{2}$ per cent., and in the Bombay-Mangalore line by 30 per cent. The net increase over the pre-1949 fares was thus $37\frac{1}{2}$ per cent. on the Bombay-Konkan route, 20 per cent. on the Bombay-Mangalore route and 50 per cent. on the coastal service north of Bombay. Our Investigators did not travel on the coast, but the Chairman and some Members of the Committee did so. From the discussions which the Members had with the deck passengers, and from the written and oral evidence tendered to us, it is clear that the deck passengers on the Bombay-South coast found the 50 per cent. increase in fares (which was operative at the time) oppressive and could not reconcile themselves to any further increases. The view generally taken was that the increased fares contained an ample margin to enable the companies to provide more space and better amenities to the passengers.

54. Reviewing the position as a whole, we have to take into account the fact that the polls were taken at a time of inflation when the lower middle classes (*i.e.*, the classes who travel on deck) were greatly oppressed by the disproportionate rise in prices. It may also be borne in mind that the opposition to the increase (to the extent that it has been evinced by 66 per cent. of the Rangoon passengers, and the majority of coastal passengers) is against a background of fares which are several times higher than the 1939 fares.

55. After very anxiously considering all aspects of the question, we are of the opinion that the fact that an increase in fares will be involved should not deter Government from effecting such improvements in the conditions of deck travel as the requirements of comfort, health and decency demand. It was urged before the previous Committees that the complaints regarding inconveniences suffered were all from a small number of very vocal middle class persons who could, in any case, have travelled by a higher class if they so desired, and that the class of persons (labouring class) who principally travelled deck had no complaints to make and was in fact carried quite comfortably, judged by its own standards. This argument, however, has no validity, at any rate, at present. We are satisfied that a large proportion of the present class of unberthed passengers can, without undue hardship, pay a little more than the present fares, to secure improved conditions. We further consider that Government who prescribe standards have the most direct responsibility in this regard, since it is clear that under ordinary circumstances the deck passenger will be carried under conditions no better than the minimum that Government prescribe, and that the authority of Government regulations will be cited, as it has always been cited, for justifying the standards adopted.

56. From various points of view, we consider that the present affords a reasonable occasion for improvement in standards. It appears already to be the emigration policy of Government to prevent unskilled labourers, who constitute the poorest class of travellers, from going overseas. In two at least of the principal pre-war trades, *viz.*, the trades between India and Burma and between India and the Straits, the ships now in service are normally not carrying to capacity, so that the prescription of larger space per passenger will not have the effect of shutting out passengers. Even in the other principal overseas unberthed passenger trades, *viz.*, that between India and East-Africa, the years of continuous congestion are over, and the ships are not now always full. Further, there has been on this route a marked change in the opinion of the unberthed passengers ; the majority is anxious to see definite improvement in the conditions of travel even if it means higher fares. Our

enquiries have, however, convinced us that the conditions and circumstances of each trade have to be considered carefully and that in the purely coastal trades, where very short runs are involved, special treatment is justified and will have to be given.

57. *Deck travel and Indian prestige abroad.*—Whenever the conditions of deck travel are criticised, it is pointed out, *inter alia*, that this mode of travel lowers the prestige of India and Indians in the eyes of the people of other countries, and that it is inconsistent with human dignity.

58. The Committee agrees that the conditions of deck travel do lower the prestige of Indians, especially as India is now free and is in a position to decide the conditions in which Indians may travel. We had, no doubt, some witnesses before us, both shipowners and members of the travelling public, who did not agree with the view that deck travel lowered Indian prestige or that the conditions were inconsistent with human dignity. Such witnesses were, however, very few. On the other hand, almost all the replies to our questionnaire, and other communications from individuals, public associations, and officials abroad, are emphatic on the point of prestige. A Fiji Indian expressed the view that the sight of Indians arriving at and departing from the Island, crowded together on bare decks was resented by Indians in the Island who were striving for equal status with other colonials. The conditions on decks of unberthed passenger ships revealed the standards of travel permitted by the Indian Government. The Indians returning to East Africa whom we met on board ships, and the many Associations and individuals from East Africa who voluntarily sent us memoranda, have all been outspoken and unanimous on this point. On the other hand, there have been suggestions by witnesses before us that the conditions of living in Burma and Malaya are not dissimilar to those prevailing in India, and witnesses with experience of travelling to those countries were not so uniformly insistent on the abolition of deck travel.

59. *Provision of bunks and seats.*—A solution is also urgent and necessary for the congestion which occurs on the decks of unberthed passenger ships and the consequent hardships, especially when a full complement is carried. An obvious remedy would be a considerable reduction in the numbers to be carried, and the allotment to each passenger of specified area large enough to accommodate him and his baggage.

60. Confining our attention to the longer voyages for the moment, we would say that a minimum of 18 square feet should be necessary for the accommodation of an adult and for providing a minimum space between himself and his neighbour, (6' x 2'6" are the dimensions of an ordinary bed) and that additional space (say 2 square feet) would be necessary to enable him to carry with him on deck such of his personal belongings as would be required during the voyage.

61. Considering, however, that the present space allowance on long voyages is only 10sq. ft. per passenger, it will be seen that the increase of the allowance to at least 20 square feet, as indicated by the above considerations, would reduce the carrying capacity of ships to half the present numbers. Such a reduction would make it theoretically necessary to double the fares, and we are satisfied that the class of persons who travel by deck would find it impossible to pay such increased fares. Any space allowance of less than 20 square feet but exceeding the present allowance of 10 square feet would no doubt improve conditions *pro tanto*, but these will continue to be unsatisfactory, even if less so than now, and may give room for complaint as hitherto.

62. An alternative to providing extra space on the deck itself would be to provide bunks in two tiers, so as to utilise the vertical dimension. We have discussed this possibility with shipowners, some of whom have already had experience in respect of bunks fitted in pilgrim ships. The British India Steam Navigation Company cannot speak from experience but estimate that the provision of bunks would reduce the carrying capacity of some of their ships only by 10 to 15 per cent., and involve an increase in fares upto 25 per cent. The Mogul Line estimate the probable loss in carrying capacity as between "Nil" and 5 per cent., and the increase in fares as between 10 per cent. and 15 per cent. This divergence of opinion regarding estimated loss of carrying capacity is possibly due to each Company having different types of ships, and different routes, in mind. Other companies were unable to furnish similar figures, but it may be assumed that the reduction in carrying capacity would, in the case of ships engaged on overseas routes, be more or less of the above order varying with different types of ships.

63. On "long voyages" (*i.e.*, voyages of more than 120 hours duration), the upper (weather) deck is not measured for passengers. On "short voyages" the upper (weather) deck is, however, measured for passengers, but it is unsuitable for fitting bunks, and if bunk accommodation were to be insisted upon for all passengers the deck would not be

available except as airing space for the between deck passengers. In the case of ships engaged on "short voyages" (both the India-Burma and India-Straits voyages fall in this class), the reduction in carrying capacity would, therefore, be greater than that indicated by the above figures for "long voyages".

64. If bunks are fitted in the between decks, some part of the baggage could be put away under the lower bunks and in the odd spaces which would be left on the decks. This would solve the baggage problem to a considerable extent although further measures would be necessary to keep the alleyways open and not encumbered with baggage. The provision of bunks would also make it possible to reserve accommodation for individual passengers,—a step which would tend to reduce the harassment of passengers by the crew and porters, to which we refer later in this Report.

65. We understand that the provision of bunks in the between decks of pilgrim ships was not an unqualified success initially, but that it is becoming increasingly popular. After seeing the bunks fitted on several of these ships, we are satisfied that the bunks are in all respects suitable for adoption in unberthed passenger ships.

66. At present a ship of the Scindia Company and three of the Mogul Line, employed on the pilgrim trade, are provided with bunks of the standard dimensions. In the case of the Scindia Company's "Jaladurga" we found that 1172 bunks had been fitted in deck spaces of 21,156 sq. ft., which works out at 18 square feet of deck space per passenger.

67. *Recommendations regarding provision of bunks and increase of space allowance.*—After taking all aspects of the question into consideration we recommend that the provision of bunks for all passengers on voyages lasting more than 48 hours, and of bunks, benches or seats for all passengers on shorter voyages, should be accepted as an ideal to be achieved in due course. From economic considerations, and in view of the technical difficulties which would be involved in the case of existing ships, we make the following recommendations as to the courses to be adopted in the meanwhile:—

Voyages between India and East or South African Ports.—These are the only "long voyages" of any importance at present from the point of view of the numbers carried, and we recommend that on ships engaged on these voyages, all deck passengers should be provided with bunks.

Voyages between India and Burma or Malaya, and other voyages of more than 48 hours' duration.—We recommend that bunks should be fitted for 25 per cent. of the passengers, subject to a minimum of one compartment in each ship, as early as possible. The percentage should be raised to 100 within a period of five years. Meanwhile, the space to be provided per passenger on decks not fitted with bunks should be as follows:—

	Fair weather season Sq. ft.	Foul weather season Sq. ft.
Upper (weather) deck	12	†
Upper between deck	12*	12*
Lower between deck	14*	15†

*Plus 4 sq. ft. airing space on upper (weather) deck.

†Plus 6 sq. ft. airing space on the upper (weather) deck.

‡The Upper (weather) deck should not be measured for the accommodation of passengers in the foul weather season.

Voyages of between 24 and 48 hours' duration.—We recommend that bunks, benches or seats should be provided for all the passengers as early as possible and that until such provision is made the space allowance should be increased from the existing 8 sq. ft. in the fair weather season and 10 sq. ft. in the foul weather season to 10 sq. ft. and 12 sq. ft. respectively, plus 4 sq. ft. airing space.

Voyages not exceeding 24 hours' duration.—We consider it desirable that bunks, benches or seats should be provided for all the passengers; until such provision is made, the space allowance should be increased to 8 sq. ft. plus 4 sq. ft. airing space. Where an upper deck class is provided, the space allowance for that class should be proportionate to the higher fare charged.

68. In making the above recommendations, we have had in mind the wishes of the passengers usually travelling on each route and their ability to pay increased fares. Unberthed passengers travelling between Bombay and East Africa are financially in a better

position than other unberthed passengers and have almost unanimously demanded the abolition of deck travel ; and we have accordingly recommended that bunks should be provided for all the passengers. As regards voyages between India and Burma or Malaya, we have taken into account the fact that the nature and volume of the traffic has materially changed in recent years owing to the change in the economic and political conditions in the countries concerned. The movement of unskilled labourers and of Government employees has considerably diminished on these routes, and business men, petty traders, commercial employees and skilled workers now constitute the majority of the passengers. As against the half a million passengers who used to travel on these routes in pre-war years, only one lakh of passengers travel at present every year. There has been a corresponding reduction in the number of vessels employed. The provision of bunks for all the passengers on these routes would on the one hand considerably reduce the carrying capacity of the ships now employed, and result in an increase of fares to a level which the passengers concerned would find it difficult to pay. Insistence on the immediate provision of bunks for all the passengers is likely to cause hardship, and we have accordingly recommended that such provision should be accomplished during a period of five years.

69. Voyages of duration between 24 and 48 hours are those between Bombay and Mangalore, and between Bombay and Karachi. In view of the shorter duration, we do not think it necessary that all the passengers should be provided with bunks, but we think that they should be provided in the alternative with benches or seats, and that as an interim measure there should be a material increase in the space to be provided per passenger. The ships engaged on these voyages are not limited in the matter of length and draft, and they handle a fair volume of cargo at the various intermediate ports. Industrial and domestic labour forms only a small proportion of the passengers travelling on these routes, and the generality is better placed. The passengers are, therefore, in a position to afford a slightly higher fare than those travelling on the shorter routes.

70. The last category, namely voyages of less than 24 hours' duration, consists of voyages between Bombay and Konkan ports, Bombay and Saurashtra ports, Dhanushkodi and Talaimannar, Tuticorin and Colombo.

71. All the evidence on behalf of the Konkan passengers was unanimous on the point that the passengers could not afford any increase on the existing fares. The fares had been put up by 50 per cent. in 1949 (the increase was subsequently reduced to 37½ per cent.), and the large majority of the passengers on the Konkan coast are industrial or domestic workers or belong to the lower middle class. The needs of persons belonging to the slightly higher stratum of society (*e.g.*, white collar workers) are met by the fact that the ships engaged on the Konkan coast have usually an upper deck class, the fare for which is 50 per cent. higher than that for the ordinary deck class. An analysis of the traffic figures on these routes shows that nearly two-thirds of the passengers travel for periods shorter than 12 hours. We have had regard to all the above facts in making our recommendations in regard to these routes. The increase of the space allowance from 7½ to 8 sq. ft. which we have recommended for these routes is less than the allowance recommended by the Chairman (9½ sq. ft.) and the two Indian Members (10 sq. ft.) of the 1921 Committee. We might, however, mention that they did not, unlike us, contemplate the provision of airing space in addition to the space recommended by them.

72. The foregoing considerations apply, more or less, to the other routes mentioned in paragraph 70.

73. *Dormitories.*—We made a specific enquiry from shipowners as to the likely effect on the carrying capacity of each of their unberthed passenger ships, and on fares, if deck travel were abolished and dormitory accommodation were provided for all passengers. Some of the companies gave no direct reply. Among the others, the British India Steam Navigation Company Ltd. stated that the spaces occupied by unberthed passengers at present are not, in all cases and for technical reasons, suitable for the construction of cabin or dormitory accommodation, and that even if such conversion was feasible, the numbers carried would be reduced approximately by 60 per cent., the increase in fares involved being 200 per cent. The Mogul Line estimated the loss in the carrying capacity of their ships as between 25 and 40 per cent. and the increase in fares as between 100 and 150 per cent. They pointed out, however, that the figures were approximations supplied merely as a guide and as a rough and ready answer to the question, to which a reply of any degree of accuracy would require detailed study in respect of each individual ship. They also stated their general view that it would be a well nigh impracticable proposition to convert an unberthed passenger ship for the carriage of unberthed passengers in dormitories. Apart from the cost of providing the actual dormitories which at the cheapest would be expensive, there were the questions of the adaptability for the purpose of any particular ship, of its age,

the implications of life-saving equipment, fire precautions, cooking and service, ventilation, lighting and plumbing and other technical and non-technical details too numerous to mention at short notice ; but all involving more and more expense and at the best involving much makeshift.

74. After careful consideration, we are of the opinion that the provision of dormitories for unberthed passengers even when practicable is likely to involve such undue increase in fares, both by reason of the greater reduction in the carrying capacities of existing ships and by reason of the capital cost which the shipowner would have to incur, that it would be premature to contemplate it at present. The provision of dormitories may, however, be the next stage to be aimed at after the first instalment of necessary and urgent improvements in the conditions of unberthed travel has been carried out. We would therefore suggest for the consideration of shipowners that the possibility of providing dormitory accommodation should be investigated when designing new unberthed passenger ships, especially for the longer voyages.

75. *Measurement of space—Duration of voyage.*—We have the following further recommendations to make regarding measurement of space for unberthed passengers :—

- (i) All spaces measured for the accommodation of unberthed passengers should be enclosed by a broad white line at least 3" broad, permanently painted round it.
- (ii) No space within 2 feet of the entrance to any ladderway, of any entrance to a wash place or a battery of latrines, or of any water tap should be included in the space measured for passengers. These two-feet gangways must be partitioned off by two barred rails or chains and stanchions.
- (iii) It is our recommendation elsewhere that the provision of baggage racks of (floor) area equal to 5 per cent. of the total deck area measured for passengers should be made compulsory. This rule should be enforced, and during the period allowed for the construction of the racks a deduction of 5 per cent. of the area of the deck should be made when measuring it for passengers.
- (iv) The carriage of cargo in any space measured for passengers should be totally prohibited unless the ship's certificate is specially endorsed by the certifying authority clearly specifying the deck to be used for such carriage, and the consequent reduction to be made in the number of passengers which the ship may carry. Yearly statistics should be prepared of all such cases of endorsement in order to enable Government to have a correct picture regarding the claims frequently made that passengers almost always have more space per passenger than the rules require since ships seldom carry the full complement.
- (v) Deck passengers should be allowed to be carried only in spaces approved by the Surveyor. If and when permanent Deck Passenger Committees are appointed, as recommended in para 206 below, those Committees should be given an opportunity to examine and express an opinion on the suitability or otherwise of any space which is proposed to be measured and used for the accommodation of passengers.

76. On Pilgrim ships, the space allowed per passenger is 18 square feet which is sufficient to enable a person to lie down comfortably, and the rules require that this space should be marked out in rectangles. We have been unable to recommend this liberal scale for unberthed passengers in view of the unduly high fares which would be necessary, and in our view it would serve no useful purpose to mark out rectangles when the space allowance is not sufficient to enable every person to lie down in comfort, with at least a minimum of his belongings. Apart from the above, we are informed that the marking of rectangles would result in a considerable reduction in the carrying capacities of ships, and that the cumulative effect of our recommendations regarding increased space, latrines, etc., and in addition that of marking the rectangles would be excessive. For these reasons, we do not think that the rule laid down in this regard for pilgrim ships can, at this stage, be adopted in the case of unberthed passenger ships.

77. *Duration of voyages.*—Section 174 of the Indian Merchant Shipping Act, 1923, defines "Long Voyages" as voyages during which the ship performing it will in ordinary circumstances be one hundred and twenty hours continuously out of port, "Short Voyages" are similarly defined as voyages during which the ship will not be 120 hours continuously out of port. It will be seen that, in these definitions, the total length of the voyage is not taken into account but only the duration of the longest stretch between ports. Thus a ship might make a voyage of several weeks but if she touches a number of intermediate ports and is at no time more than 120 hours out of port, the voyage would be regarded as a "Short Voyage".

78. In their " Order " relating to the space to be made available for unberthed passengers, the Government of India have varied these definitions slightly by specifying that the duration of the voyage is to be reckoned from pilot station to pilot station.

79. In the recommendations made by us in this Report we have abandoned the above classifications, and adopted three categories, viz :—

- (a) Voyages of over 48 hours' duration,
- (b) Voyages of between 24 and 48 hours' duration, and
- (c) Voyages of below 24 hours' duration.

80. We recommend that for the purposes of our recommendations, the duration of a voyage should be taken as the interval between the time at which the ship leaves the pilot station of the port from which the voyage commences and the time at which she arrives at the pilot station of the port at which the voyage terminates. As far as the comforts and conveniences of unberthed passengers are concerned, the total period for which they are on board appears to us to be the important factor, and not the longest interval for which the ship is continuously out of port.

81. *Sheathing of decks.*—The present rules require that when passengers are accommodated in an upper between deck compartment and the weather deck over the compartment is constructed of iron or steel, it shall be sheathed either with wood or with an approved non-conducting composition. We consider that the rule should be extended so as to make it compulsory to sheath all decks on which unberthed passengers are accommodated. An unsheathed deck is uncomfortable in several ways ; where the deck is rivetted the rivet points and plate laps press against the body of persons sitting or lying on the decks, and unsheathed decks are likely to be slippery, if at all wet.

82. *Separate accommodation for women.*—The proportion of women and children travelling by deck varies from route to route, and from voyage to voyage, but quite a number seem to travel on certain routes. In the absence of separate accommodation for women they are obliged to sit and sleep and (as there are no dressing rooms) to change in public. We would recommend that a portion of one deck in each ship should be enclosed by movable partitions, and reserved exclusively for the use of women and children. As close observation and study, which only the shipowner can make, is necessary, to estimate the number of women and children who travel on a particular route, it is difficult to assign any particular percentage of the certified capacity to be reserved for them. We, therefore, recommend that an area sufficient at least for twenty adults be marked off on all ships, and that the shipowner should increase or decrease this area according to the needs of the particular service. In order to enable Government to estimate the extent to which this facility is availed of, shipowners may be required to submit, during a period of 3 years, returns showing the area partitioned off on each ship and the number of women who utilised the separate accommodation provided.

83. *Airing space.*—The existing rules require that in each unberthed passenger ship the upper (weather) deck shall contain a minimum (4 to 6 square feet according to the length of the voyage and the season) of airing space available for each between deck passenger. If the upper (weather) deck has any surplus area, after providing airing space for the between deck passengers on the above basis, that surplus area would be available for the carriage of additional passengers on " Short Voyages " ; (that deck is not measured for passengers on " Long Voyages "). We found that, in practice, the provision of airing space for the between deck passengers is largely illusory, for the following reasons.

When deck passengers come on board, some of them settle down on the upper (weather) deck, and some in the between decks. Owing to the closed-in and congested conditions in the between decks, the passengers' preference is generally for the upper deck, if the weather is fair. In fact, all the space on the upper deck, including the airing space, is taken up by the first arrivals, and only the remainder go into the between decks. The latter are therefore unable to avail themselves of the airing space meant for them, and are in effect confined to the between deck compartment for the duration of the voyage.

84. In order to ensure that the between deck passenger gets the benefit of the airing space intended for him, we recommend that that space should be effectively separated from the rest of the upper (weather) deck by temporary or permanent barriers and should be clearly marked " Airing Space for Between Deck Passengers only ", in English and in appropriate regional languages. The space should be fitted with benches preferably with rigidly divided seats and chairs, and no passengers should be allowed to bring their luggage or beddings into the space and settle down therein for the voyage. Where, on existing ships, structural considerations prevent the whole airing space being so enclosed, two or more

such enclosed spaces whose total area should approximate to the airing space prescribed under the rules, may be provided. In cases in which even this course is not practicable or convenient, Government may grant suitable relaxations.

85. *Ventilation.*—We have already described the warm, stuffy and generally unpleasant conditions in the tween decks when hundreds of passengers are carried, and the inadequacy of the existing means of ventilation, both natural and mechanical. We have had very little evidence before us regarding the scale of ventilation that should be prescribed, but from a study of the previous reports and the evidence given by qualified persons before the previous Committees we find that one view was that 10 sq. inches per passenger in tween deck as cowl ventilation should be adequate. The scale for emigrant ships is 10 sq. inches and this is what the 1890 Commission recommended. The present rules provide for 5 sq. inches of cowl ventilation for upper tween decks and 10 sq. inches for lower tween decks. We consider that the rule for new ships should be that 10 sq. inches of cowl ventilation should be provided in upper Tween deck and 50 per cent. more in lower Tween decks. In addition we consider that for all new ships mechanical ventilation of an approved type should be made compulsory in all tween decks. There should be no objection to such mechanical ventilation being provided by means of supply and exhaust fans fitted into the ventilator shafts which provide the required 10 or 15 sq. inches per passenger.

86. We visited some recently built ships which have provided mechanical ventilation in the tween decks and found that this was not sufficient to obviate discomfort. We are of the opinion that fans would be a great improvement in all Tween decks even when blowers are fitted. We therefore recommend that the provision of one 28" fan for every 300 sq. ft. of deck space measured for passengers should be made compulsory in all tween decks other than self-airing decks. These may be in part ceiling fans and in part "storm" fans placed on pedestals on the sides of each compartment. If the sweep of the fans used is larger, the number of fans to be provided may be correspondingly reduced.

87. *Prohibition of carriage of cattle in passenger spaces.*—The existing rules require that when cattle are carried on the open deck and are not under cover the space occupied by them shall be effectively shut off from the passenger spaces by bulkheads, wooden partitions or otherwise. The partitions are not required to be close, but efficient wash boards are required to be fitted to prevent the dung and urine of the cattle from getting on to the passenger space.

88. When cattle are carried under cover on the same level as deck passengers, they are required to be separated from the passenger space by a movable close bulkhead running athwart ship across the deck and extending from the deck to the covering above, or by some other efficient means.

89. The carriage of cattle or live animals, except those intended for meat to be consumed on the voyage, does not appear to be a general practice at present. However this may be, we recommend that the present provision be replaced by a direct and unqualified prohibition of the carriage of cattle on any deck or in any compartment which carries passengers.

90. *Baggage.*—On every occasion on which the question of congestion on the decks of unberthed passenger ships came up for discussion in the past, it was suggested that the congestion was due to the excessive baggage brought on board by the passengers. We have briefly referred to this point elsewhere and expressed the view that, owing to the very small area allowed for the accommodation of each passenger, there would be congestion on the decks when full or nearly full complements are carried, even if no passenger brought any baggage on board, and that baggage can be said only to worsen the congestion. Nevertheless, there can be no doubt that if that part of the baggage which is not required on the voyage could be stowed in the holds or baggage rooms, the congestion would *pro tanto* be relieved.

91. All the evidence tendered before us as well as before the previous Committees is unanimous that it is practically impossible to persuade unberthed passengers to part with any portion of their baggage. High rates charged experimentally by some shipping companies on baggage carried on deck did not alter the position; the passengers preferred to keep their baggage with them on deck, and pay the charges. Baggage pens were built in some ships on the deck itself, where the contents were always visible to the passengers, but still they did not hand over their baggage to be stored.

92. It seems that in the first place, the unberthed passenger has fears that any baggage handed over to the ship for stowage in the hold (a) may not be handled with care, (b) may be opened and the contents pilfered, and (c) may be misdelivered at the end of the voyage. Very often the baggage is poorly packed in cloth or gunny bag, and not strongly secured. No label showing the name and address of the owner is usually affixed to the packages, and in fact, shipping companies do not issue baggage labels to unberthed passengers as they do to

cabin passengers. Some of the companies do not issue even receipts to the unberthed passenger if he hands over his baggage for custody. Should any package be damaged, stolen or misdelivered, the unberthed passenger would meet involved procedure and delay in obtaining compensation from the shipping companies.

93. Apart from this, baggage stowed in the hold is not delivered at the time the passenger disembarks but only several hours later. This would no doubt cause serious inconvenience to the passenger especially if he has to proceed inland from the port of disembarkation.

94. The Committee feels that the shipping companies concerned can do a great deal to dispel the apprehensions of the passenger with regard to careless handling, pilferage or misdelivery and to expedite delivery at destination. Conversely, we feel that the shipowner should be given the legal right to insist on the removal of heavy baggage from the passenger accommodation to spaces allotted for the storage of baggage.

95. As long-standing habits would take time to change, the Committee recommends that 5 per cent. of the space measured for passenger accommodation should be reserved for baggage racks, the provision of which (with two or three tiers as may be found expedient) should be made compulsory and that the passengers should be induced to utilise them for keeping baggage required during the voyage.

96. *Fresh water for drinking etc.*—The present rule requiring a ship to carry one imperial gallon of potable water per passenger per day should be changed to require two gallons instead. Further, all unberthed passenger ships should be required to carry five imperial gallons of fresh water per passenger per day for all purposes, including the two gallons potable water per passenger indicated above.

97. *Wash places.*—The existing rules require that every unberthed passenger ship shall be provided with and have available for the use of deck passengers not less than 2 places for washing, sufficiently screened from the public view, and that at least one of these shall be set apart for the exclusive use of females. "A sufficient number" of hand pumps or taps of the automatic-shut off type are required to be fitted in the washing places for supplying sea or fresh water for the purposes of ablution.

98. The complaints regarding washing places are usually to the effect that they are not sufficient; that there is not enough privacy (especially for women); that fresh water is not laid on; that hot water is not available; and that no dressing rooms, wash basins or mirrors are provided. The lack of fresh water is specially felt by women and Sikh passengers on long voyages, who are on this account unable to wash their hair throughout a voyage which might last up to 10 or 12 days.

99. Most of the complaints referred to above seem to us to be justified in so far as the older ships are concerned. On the newer ships like the "Kampala", the "Karanja", the "Sarasvati", the "Sabarmati", the "Champavati" and the "Rohidas", the wash places are of modern design, and very much superior to those on the older ships.

100. We recommend that the scale for wash places should be as follows :—

Ships engaged on voyages of over 48 hours' duration.—(a) 1 wash basin, or preferably sink, for every 50 unberthed passengers, running cold fresh water. Of the total number of wash basins, one at least should be placed in each wash place;

(b) 1 cold salt water tap or shower for every 100 unberthed passengers; and

(c) 1 tap or shower in each wash place running hot salt water, to be counted in the total of (b) above.

The wash places should be conveniently distributed over the ship and should ensure complete privacy to those who use them. At least one wash place should be reserved exclusively for women.

101. There should be two dressing rooms, one for men and one for women, not less than 24 square feet in area, fitted with mirrors, and a seat. Wherever possible the dressing room should be adjacent to, or communicate with the wash place, and where it is not so adjacent the dressing room should have one wash basin out of the total indicated in (a) above.

102. *Ships engaged on voyages of between 24 and 48 hours' duration.*—Half the above scale. The one dressing room should be reserved for women.

103. *Ships engaged on voyages of less than 24 hours' duration.*—One wash place for men and one for women, each fitted with a wash basin running cold fresh water, and one dressing room for women.

104. The above requirements should be insisted upon in the case of all new ships. Existing ships may be required to comply with the requirements as far as possible.

105. *Latrines*.—Under the existing rules, the scale laid down for latrines is 2 for the first one hundred deck passengers and 1 for every additional 50 or part of 50, subject to a maximum of 60 latrines in the case of ships certified on or after the 1st August, 1929 and of 40 in other cases. In the cases of ships whose voyage between terminal ports would not, in ordinary circumstances, exceed 24 hours, half the above scale, subject to a minimum of 2 latrines, has been prescribed. The latrines are required to be divided into two portions, one of which is to be reserved exclusively for the use of females. The above scale is in our opinion inadequate.

106. We find that one latrine is generally provided for every 7 or 8 cabin passengers. We, however, limit our recommendation in this regard to the provision of 4 latrines for the first 100 unberthed passengers and 1 additional latrine for every 25 additional passengers or part thereof, for voyages exceeding 48 hours' duration; and half that scale for voyages up to 24 hours. For voyages between 24 and 48 hours 3 latrines for the first one hundred unberthed passengers and one latrine for every 33 additional passengers should be provided. Exemptions from this rule may be granted to existing ships only on the grounds of constructional difficulty and/or special factors which make it unreasonable to insist on the full scale.

107. The new latrines should be of the modern flushing type. Each compartment should be at least 3 ft. by 3 ft. 9 in. and should be provided with a salt water tap, a pannikin for water, and two storm rails. Taking into account the habits of some passengers, special provision is necessary for the maintenance of cleanliness, and we recommend that one attendant for every 12 latrines should be on duty from 5 A.M. to 5 P.M. and that his work should be effectively supervised. The total number of sweepers to be carried in the ship would no doubt be determined by the number of shifts as well as by the number of latrines.

108. We further recommend that small commode seats with back rests should be provided for children in the proportion of half per cent of the total certified carrying capacity of an unberthed passenger ship, the minimum of such seats being six in any ship. Steps should be taken immediately after the commencement of every voyage to inform the travelling public, especially families, that such seats are available free of charge for the use of children. This recommendation must be made applicable to all ships, irrespective of the duration of voyage.

109. *Medical facilities—Hospitals*.—Ships carrying more than one hundred unberthed passengers are at present required to carry a medical officer unless exempted, and if they are engaged on a voyage lasting 120 hours or more they are also required to have a permanent hospital equipped with medical and surgical appliances and medicines. Ships on voyages of 120 hours' duration or less and carrying more than 100 unberthed passengers are required only to carry materials for erecting a temporary hospital, and the prescribed medicines.

110. We recommend that a permanent hospital should be required on unberthed passenger ships carrying more than 100 passengers and engaged on voyages of more than 48 hours' duration. Where the certified capacity exceeds 1,000, and the voyage between terminal ports exceeds 120 hours, a nurse also should be carried.

111. We understand that although the law makes no provision in the matter, the services of the doctor and the medicines are ordinarily given free to the unberthed passengers. Some companies, however, charge for the more expensive medicines, and also authorise the doctor to charge a fee if he is called to the place where the patient is, instead of the patient coming to the dispensary. A provision similar to that existing in the case of pilgrims to the effect that the medical attendance shall be free appears to be desirable in the case of unberthed passengers also. The doctor may be allowed to charge visiting fee to the saloon passengers at a schedule to be fixed by the company.

112. We also recommend that on voyages exceeding 48 hours and under 120 hours between terminal ports berths in a permanent hospital should be provided on the following scale :—

Half per cent of the certified passenger capacity for the ordinary hospital,

and

Quarter per cent of the certified carrying capacity for the isolation hospital, provided that no such ship shall be required to have more than 8 beds in the ordinary and 4 in the isolation hospital.

113. For voyages over 120 hours' duration between terminal ports we would recommend double the above scale provided that no ship would be compelled to provide more than 12 beds in the ordinary hospital and 6 in the isolation hospital.

114. As regards ships engaged on voyages of 48 hours' duration or less and carrying more than 100 unberthed passengers, the existing position may be allowed to continue, *i.e.*, they may be required to have materials for erecting a temporary hospital, and to carry the prescribed medicines.

115. *Food and catering.*—We give below the details furnished by one company as to the food provided for unberthed passengers in possession of "with food" tickets:—

Breakfast (6 to 7 A.M.)	Tea and Poori.
Lunch. (11 A.M.)	Rice, Dall, Vegetable, Chappati, Chutney & Pickle.
Afternoon Tea	Tea or Coffee.
Dinner (5 P.M.)	Khichadi, Vegetables, Chappati, Dall, Pickle and Chutney.
Night Tea	Tea or Coffee.

116. It will be noted that items like dahi, sweets, greens, fruit, etc., are not included even as an occasional variety.

117. We suggest that the food supplied to unberthed passengers should be more nutritious, variegated and attractive.

118. Perhaps the feeding arrangements for ratings in the Indian Navy might furnish a model. We have given in Appendix No. 14 the ration scale for Indian Navy ratings, as furnished to us by the Commodore-in-Charge, Bombay. That Officer has informed us that the cost of feeding one man per day works out at Rs. 1-10-0 exclusive of the cost of fuel. We understand that the difference between "with food" and "without food" tickets for unberthed passengers is usually calculated at Rs. 3 per day, and that the cost of one *a la carte* meal would be about Rs. 1-4-0. Having regard to the figure of Rs. 1-10-0 mentioned above as the cost per day of feeding a naval rating, and having regard also to the fact that the caterer on an unberthed passenger ship does not have to pay any premium or rent, or anything towards the cost of the fuel, water and electricity used by him, it appears to us that the present charge of Rs. 3 per day should make it possible to provide more varied menus for the unberthed passenger.

119. *Catering.*—Except on the shorter voyages deck passengers are given "with food" or "without food" tickets according to their wishes. On some routes, the large majority of the passengers bring their own food with them, and only a few buy "with food" tickets. Galleys are provided on board to enable passengers to cook their own food, and fuel is provided free. Many passengers, however, do their cooking on the deck itself,—creating a fire hazard. This practice must be strictly prohibited and made punishable.

120. The catering for the unberthed passengers is almost invariably entrusted to contractors or Vishiwallas. The food is served to a necessarily limited number in the space immediately outside the galley, there being no dining spaces except in a few of the newer ships. This space is not infrequently in a dirty and generally unsatisfactory condition, the deck being greasy and wet with the slops from the galley and littered with peelings, remnants of food, etc. The passengers sit down for their meals on long low planks, or on mats, in two or more rows.

121. We actually saw on a ship at Madras that a servant of the caterer was continuously cleaning cups in a basin of water without changing the water, with the result that the water in the basin by the time we saw it had already a dirty whitish appearance. The vessels were then merely dried with a red scarf which the man carried on his shoulder, and we saw him use the same scarf for wiping his face and arms which were pouring with perspiration. This was by no means an isolated instance; on several ships which we saw, except some ships of new construction, comparable conditions existed. The condition in which the food is cooked and served, the standard of cleanliness of the catering staff, and their habits appear to approximate to those obtaining in the dirtier class of eating establishments in an Indian town.

122. We are of the opinion that as long as the catering is entrusted to contractors, there is little likelihood of any improvement in the conditions. Assuming that the whole of the extra amount charged for "with food" tickets (at Rs. 3 per day) is paid to the contractor, he has yet to make a profit for himself out of this sum. As detailed and effective supervision over the catering arrangements by a responsible officer of the ship does not always exist,

some contractors seem to have had their own way and to have so far given the passenger a minimum of consideration and service.

123. We would strongly recommend to shipping companies that the contractor system of catering should be abolished, and that they should undertake catering departmentally. One immediate effect of such a change over would be that the personnel employed in cooking and serving food would be trained men, with a greater sense of cleanliness. The cooking, and the materials used, are likely to improve, and the close supervision which will be maintained would remedy many of the existing defects. The company would not ordinarily seek to make a profit out of catering, and would not be interested in mean economies such as those practised by the contractors.

124. We also feel that direct supervision by Government is desirable. We are attracted by a suggestion which has been made to us that the Port Health Officer should be empowered to examine and pass the catering staff, inspect and certify the food, utensils, cooking places, and the dining spaces for unberthed passengers, and we recommend it for consideration by Government. The Health Officer may be required to satisfy himself on this score before giving the ships the appropriate certificate.

125. *Dining space for deck Passengers.*—We recommend that the provision of dining rooms, fitted with chairs or benches, tables, electric fans and also with wash basins nearby for the use of unberthed passengers should be made compulsory on all new ships to be engaged on voyages of more than 48 hours' duration between terminal ports. The dining rooms should, in our opinion, have an area of not less than one square foot for every unberthed passenger which the ship is certified to carry. In existing ships engaged on voyages over 48 hours the best possible arrangement should be made and in our opinion not less than $\frac{1}{2}$ sq. ft. per passenger should be provided as dining space.

126. When dining rooms are not provided, a space should be clearly marked off and set apart as the space for taking meals, and be provided with mats or low wooden seats for the passengers and low tables for resting the plates. Such space should not be used as a passage by the crew or other persons, and should be kept scrupulously clean.

127. *Recreation Facilities.*—No recreation facilities for unberthed passengers are provided at present. Where, under existing conditions, a deck passenger does not get enough room on deck to stretch himself at length, it would seem unreal to discuss the question of recreational facilities. In the case of children, however, recreation and movement are essential for their well-being, and we would strongly recommend that on ships engaged on voyages of over 48 hours duration, a portion of the deck should, whenever possible, be partitioned off as a children's play-room and equipped with toys and materials for playing games. A portion of the saloon or promenade deck at present exclusively reserved for saloon passengers can most easily be utilised for this purpose.

128. As regards grown-ups, we consider that recreational facilities are desirable but do not wish to make any recommendations. Shipping companies would, no doubt, consider what facilities can be provided in this direction, especially in new ships.

129. *Disproportion in existing space allotments and in the provision of amenities for deck and saloon Passengers.*—In Appendix No. 7, we have tabulated the figures furnished to us regarding the total space available for the use, respectively, of deck passengers and cabin passengers on unberthed passenger ships which held certificates on the 1st January 1950. On most of the ships the space provided for a cabin passenger is about six to ten times the space provided for a deck passenger, although the fares bear to each other a much smaller proportion. Taking as illustration the s.s. "Kampala" engaged on the India-Africa route, the figures are as follows :—

Space.

	No. of Passengers	Total space provided. sq. ft.	Average sq. ft.
Cabin	308	42,040	136
Deck	1,576	25,173	16

Fares (Bombay-Mombasa)

First Class	Rs. 655
Second Class	Rs. 400
Intermediate Class	Rs. 200
Deck Class (with food)	Rs. 140.

The aggregate fares paid by cabin passengers and unberthed passengers on this route (1949) were as follows :—

By unberthed passengers	Rs. 44,39,513
By cabin passengers	Rs. 33,17,651

From these figures, it will be seen that although a deck passenger pays 21% of the first class fare, 35% of the second class fare, and 70% of the Inter class fare, he is given only space equal to 12% of the average space given to the cabin passengers. The aggregate fare paid by the unberthed passengers on this route in 1949 was 133% of the aggregate fare paid by the cabin passengers, but the aggregate space available for the unberthed passengers on the "Kampala" was only 60% of the aggregate space available for berthed passengers.

130. The position on the coastal ships is more or less similar. Taking the "Sarasvati" as illustration the figures are as follows :—

Space		No. of Passen- gers.	Total space pro- vided. Sq. ft.	Average. sq. ft.
Deck		1,200	12,864	10.7
Cabin		40	5,803	145

Fares (Bombay-Karachi, without food)

First Class	Rs. 163.
Second Class	Rs. 105.
Lower Deck Class	Rs. 30.

The aggregate fares paid by unberthed passengers and by cabin passengers in 1948-49 (July/June) to the Bombay Steam Navigation Company and allied companies were as follows :—

By deck passengers	Rs. 68,72,739	8	0
By cabin passengers	Rs. 1,62,566	14	0
	Rs. 70,35,306	6	0

Thus, the deck passenger pays 18% of the first class and 28% of the second class fare, but is given only 7% of the space given to a cabin passenger. In the aggregate the deck passengers on all the routes operated by the Bombay Steam, Indian Co-operative and Ratnagar Steam Navigation Companies paid 4228% of the aggregate fare paid by the cabin passengers, but the aggregate space provided for the former on this ship was only 222% of the aggregate space provided for the latter.

131. In this connection it has to be remembered that it is not merely a liberal space allowance which the cabin passenger receives; he is given a fully equipped berth in a cabin, towels, linen, soap, better food, the use of a dining room, lounge, library, the services of a cabin attendant, and other facilities which are not available to unberthed passengers. It is obvious that both in the coastal and the overseas unberthed services the unberthed passenger, like the third class passenger on Indian Railways, has been heavily subsidising the higher class passenger, and has been given much less space and amenities, having regard to the revenue which he contributes whether individually or in the aggregate. This position, in our opinion, needs to be rectified, especially when new ships are built for service in the unberthed passenger trade.

132. As to the existing ships, we feel that the possibility of appropriating for the use of deck passengers a fair portion of the space now reserved for cabin passengers should be considered. As conditions would vary from ship to ship, we do not wish to make any specific recommendations as to the manner in which this should be done, but possibilities which may be explored are the curtailment of the common room and promenading space provided exclusively for the cabin passengers and appropriating a part of it for the use of deck passengers.

133. We have considered it desirable to draw special attention to the present disproportionate allotment of space and amenities to cabin passengers because it has often been urged that, if improvement of the conditions of Deck travel results in increased capital costs, such costs will necessarily have to be recovered from the deck passengers. It has also been urged that if the carrying capacity of the ships is reduced, then the reduced number of deck passengers must necessarily pay increased fares so that the ship-owner may continue to realise the same revenue as he does at present. We do not consider that these assumptions are valid. The economy of a ship, or of ships in one service or fleet, has to be regarded as a

whole, and the incomes from cargo, from cabin passengers and from deck passengers, have to be taken together in fixing freights and fares. Should, therefore, the improvement of the conditions of deck travel result in extra capital or operating costs, the additional burden should, in our opinion, be legitimately distributed among shippers of cargo, cabin passengers and, of course, unberthed passengers.

134. It has been suggested during our deliberations that at least certain ships on each route should carry no cabin passengers at all but only deck passengers. The advantage in this case would be that sufficient space would be available for many of the improvements which it is desired to effect in the conditions of deck travel. The revenue from cabin passengers earned by the Bombay Steam Navigation Company and allied concerns operating on routes on the West Coast, for instance, appears to be almost insignificant (Rs. 1,62,000 in 1948/49 as against the total passenger revenue of Rs. 70,00,000), and an experiment in the above direction seems to be desirable at least on a few ships engaged on these trades. The question of designing ships solely for the carriage of unberthed passengers and cargo may be considered when new orders are placed.

135. *Effect of our recommendations on fares.*—The terms of reference require us to consider and indicate the likely results of our recommendations on the level of fares.

136. From this aspect, the most important recommendation which we have made is that relating to the provision of bunks for all unberthed passengers on the Bombay-Africa run. At present three passenger ships belonging to the British India Steam Navigation Company are employed on this trade. In reply to our enquiry, the company stated that they had no experience of bunks, and that bunks might reduce the unberthed passenger capacity of these ships by 10 to 15 per cent., and that the probable increase in unberthed passenger fares would be at least 25 per cent. During the course of the oral evidence, it was explained on behalf of the company that the divergence between the percentage by which the carrying capacity would be reduced and the probable increase in fares was accounted for by the capital cost of providing bunks and the cost of maintaining them in different types of ships.

137. The figures mentioned by the British India Steam Navigation Co., are, of course provisional, but they provide a useful indication. We would, however, like to point out that ships do not travel full on all voyages, and that the reduction in the certified carrying capacity of each ship will have full effect only on those voyages on which, but for the reduction, they would have carried up to the original certified capacity. Further, for the reasons already given, (para 133), the reduced number of deck passengers should not be required, to pay a proportionately higher fare in order to make up the loss of revenue due to the reduction in carrying capacity. As regards the cost of fitting and maintaining bunks, it might be mentioned that according to the information supplied to us, the cost of fitting bunks on two of the large pilgrim-ships was in the region of Rs. 1.4 lakhs per ship. Bunks once fitted will last for several years without any material expense on maintenance. We may, for the present purposes, assume that the cost of fitting bunks on ships on the Bombay-Africa run will be approximately same as the figure mentioned above in regard to the pilgrim-ships and that bunks will not require replacement for many years.

138. The aggregate fares paid by unberthed passengers on this route in 1948/49 was Rs. 44.39 lakhs and that paid by saloon passengers was Rs. 33.17 lakhs. From these figures it will be seen that the capital cost of equipping the three ships on this run with bunks will amount only to approximately 2 per cent of the probable income from unberthed passengers during a period of five years and to a much smaller percentage of the total earnings from, and of the total cost of maintaining and operating, these ships.

139. The next most important recommendation which we have made is that regarding the increase of space allowance to 12 sq. ft per passenger in the India-Burma and India-Straits runs, and the fitting of bunks for a proportion of the passengers. For sometime to come, we do not think that the increased space provision need have any effect on the actual number of passengers carried on these runs or on the level of fares, as the ships in these runs are at present carrying much less than capacity. The main effect of our recommendation would be to consolidate for unberthed passengers the benefits which have accrued to them temporarily by reason of the above fact. In case the passenger trade on these routes revives, the increased space allowance may have the effect of postponing a reduction in fares which would otherwise have become possible, but even this effect would be set off if the cargo trade also revives at the same time.

140. The next most important trades affected by our recommendations are the Bombay-Karachi and Bombay-Mangalore runs where the carrying capacity of the two new Bombay

Steam Navigation Company's ships (to give an illustration) would be reduced by approximately 10 to 11 per cent. This reduction, we feel, need not result in any appreciable increase in fares.

141. We have informally obtained estimates of the capital cost of the other amenities which we have suggested in the ships serving the last two categories of trade (*e. g.* increased number of latrines, wash-places, taps, etc.) and consider that these need hardly affect the fares.

142. The last category deserving special consideration is the ferry services on the Konkan coast. The fares on these runs were increased in 1949, and are at present $37\frac{1}{2}\%$ over the 1948 fares. In view of this fact, and the opinion emphatically expressed on behalf of the passengers on this route that they cannot afford to pay any further increase in fares, we have had to limit our recommendations to the absolute minimum. We do not think that the implementation of our recommendations would necessitate any increase in fares on this route.



CHAPTER IV

FACILITIES ASHORE

143. *Notices of Sailings and Arrivals.*—The Shipping Companies do not usually advertise the date, place and time of arrival of unberthed passenger ships, or the time of disembarkation. The departure also is not usually advertised as widely and as effectively as it should be. Unberthed passengers, especially those proceeding to Burma, the Straits or Africa, have to arrive at the port of embarkation from outlying districts, and have necessarily to do so a few days, sometimes a week or two in advance of the “approximate” sailing date. This is necessary because they have to obtain Passports, Visas, Permits or No Objection Certificates and tickets. The distances to be travelled by rail to reach the port of embarkation are sometimes considerable. For instance the Visakhapattanam passengers have to proceed to Calcutta for embarking for Rangoon, now that the pre-war Coromandal services have been abolished. Similarly passengers for Rangoon and the Straits from Madras or Nagapattinam have to travel to the ports from several outlying districts.

144. There are no facilities provided by the shipping companies for the stay of the passengers in port. We understand that certain facilities were provided at Visakhapattanam, Kakinada and other Coromandal ports but these ports have no unberthed passenger traffic at present. The passengers at other ports have to make their own arrangements for stay. These “arrangements” may be nothing more than securing a corner on a city pavement, and, at best, accommodation in a cheap hotel. Often they are exposed to victimisation by anti-social elements. A great number camp for days in open spaces near the railway stations. When, therefore, the shipping companies postpone the date or time of sailing to suit their own convenience or for unforeseen reasons, the passengers have to undergo real hardship and expense for no fault of theirs.

145. We therefore recommend that the provisions of Section 209 C of the Indian Merchant Shipping Act (which provides for the payment of compensation to each pilgrim at the rate of Re. 1 for each completed day during which the ship is delayed), should be made applicable to all unberthed passenger ships engaged on voyages to other countries. The date of sailing for this purpose should be the date announced 72 hours before the time of sailing. Exemption from this liability to pay compensation to the unberthed passenger should be granted by the officer competent to give a “B” Certificate, if the officer concerned is satisfied that the delay was caused by unavoidable circumstances.

146. In fact, before the war, the sailing days were regular, and were announced a year or more in advance. The Rangoon steamer left Calcutta on Sundays, and Kakinada or Madras on Fridays. The Singapore steamer left Madras on Tuesdays and Nagapattinam on Saturdays. Now that scheduled services have had to be replaced by unscheduled services at least 72 hours notice of sailing dates should be given, and the dates should be strictly adhered to unless unavoidable circumstances arise.

147. Particulars regarding the date, time and place of embarkation or disembarkation should be advertised at least in one English daily and two regional language dailies with maximum circulation in the districts from which the bulk of the traffic emanates. The Deck Passenger Committees recommended elsewhere in this Report should have the right to recommend newspapers for the purpose. Sailing notices should also be prominently displayed in the offices of the Controllers of Emigration, all booking offices and at other places indicated by the Deck Passenger Committees.

148. We also recommend that approximate arrival dates of ships should similarly be advertised in papers approved by the Deck Passenger Committees, and that the disembarkation time should be published at least 12 hours in advance in at least one English and one regional language daily published in the port of disembarkation.

149. The advertisement and notices of embarkation should contain the following particulars :

- (a) Name of the ship.
- (b) Day and date of sailing.
- (c) Ports for which the ship is bound and will receive passengers.
- (d) The wharf or jetty at which embarkation will take place.
- (e) The hour at which Customs, Police and Health examinations will begin.
- (f) Any other information needed to guide the passengers.

150. The disembarkation advertisement or notices should contain the following particulars :—

- (a) Name of the ship.
- (b) The ports of commencement of voyage and the intermediate ports of call.
- (c) The jetty or wharf where passengers will disembark.
- (d) Approximate time of disembarkation.

151. *Purchase of Tickets.*—Deck tickets are sold only at the port of embarkation. At some ports, brokers or passage agents have been approved or appointed by the shipping companies for the sale of deck tickets. Neither the companies nor the brokers sell deck tickets by post, with the result that intending passengers resident in the districts have to come down to the port a few days ahead of the sailing to purchase tickets. If they are not successful, they may have to go back home and come down again to the port in good time before the next sailing. These unnecessary journeys to and fro are often performed by whole families. Deck tickets are sold only during the two or three days before the sailing date, with the result that no deck passenger can buy a ticket and reserve his passage well in advance so as to make it certain that he and his family would be able to travel by a certain sailing. The shipping companies do not sell deck tickets through the travel agencies,—however well-established or well known.

152. We understand that shipping companies insist on the physical presence of intending passengers at the port for the purchase of tickets, firstly, to ensure that brokers do not levy undue charges and secondly, in order to prevent the transfer of tickets from one person to another and the development of a black-market. These fears are now groundless; tickets are issued only after 'Permits', 'Passports', 'Visas', and/or 'No Objection Certificates' have been presented. These documents are sufficient to identify genuine passengers going overseas and to prevent transfers and black-marketing of tickets.

153. Whether there is a surplus demand for passages or not, the intending passenger has to wait in queues for long hours at the booking offices. It has been stated to us that sometimes the booking office clerk shuts down his window on the plea that all the passages have been taken up, but that tickets continue to be available with the broker or even outsiders. It has also been stated that when passages are limited, the broker or passage agents levy high premia on the tickets.

154. We see no justification for the continuance of these restrictions and difficulties in the purchase of deck tickets, and would recommend that a system be enforced whereby : (a) passages can be booked well in advance of the sailing date, and (b) tickets are issued if a passenger remits the money by post or otherwise and furnishes such particulars and papers as the company may demand. The possibility of authorising reputable travel agencies to sell deck tickets should be considered.

155. Special precautions should be taken by steamship companies to obviate corrupt practices by brokers, passage agents or the clerks in the booking offices. Booking offices may be required to issue "No Accommodation Certificates" whenever a ticket is refused, such certificate to bear date and time of issue.

156. We also recommend that Passport Agents, Passage Brokers and Agents authorised to sell tickets to unberthed passengers should be licensed and thus brought under Government control.

157. *Baggage Porters—Extortions.*—Shipping Companies usually provide free porters for the carriage of the passengers' baggage from the passenger sheds to the ship and *vice versa*. The porters usually have a distinctive uniform, and the words "Free Cooly" in bold letters are stitched on to their coloured smocks. The porters are either in the permanent employ of the company or the company's contractors, or are engaged for the day. In some cases the services of the porters are not supplied free but a moderate charge, fixed and published by the company, is payable.

158. While these arrangements look satisfactory on paper, the complaints received by us are to the effect that the "Free Cooly" is a myth, and that no unberthed passenger is ever able to obtain the free services of a porter; these facts are fully borne out by our own observations. Charges varying from two to fifteen rupees are levied by the porters for moving an ordinary quantum of baggage from ship to shore or *vice versa*. Various methods of harassment appear to be practised. Porters keep away from a passenger and his baggage until very near the last minute for going on board, and then demand exorbitant sums for handling the baggage. In such cases, the passengers (especially those with women and children) often feel obliged to pay the sum asked for. Conditions on the decks being what they

are, the passengers who arrive first are able to secure the best places. Passengers therefore think it worth while to pay unreasonable portorage to be able to go on board as soon as possible.

159. Some porters go on board much in advance of the passengers, and spread out a sheet or mat on the deck to indicate that the place has been taken up. When the passengers come on board, the porters bargain with individuals for the surrender of the place in return for a consideration which may be anything from 5 to 15 rupees on a ship engaged on the longer voyages. In the ships engaged on the African and Malaya runs, sleeping platforms are provided, and the above practice is widely adopted by porters who "sell" the platforms to the passengers.

160. At Nagapattinam the ship stands out some two miles from the shore, and the passengers are carried to and from the ship in lighters. When the lighter is midway between ship and shore, the boatmen, it is alleged, sometimes threaten to throw the passengers and baggage overboard unless they are paid heavily. If this allegation is true, the local police authorities should be asked to take steps to eradicate this practice as early as possible.

161. We witnessed several embarkations and disembarkations and in no instance did we see that the authorities concerned had been able to take any effective steps to save the passengers from extortion by the porters or to moderate the levy. One of the companies in Bombay tried the experiment of employing only members of a co-operative society of porters, but complaints regarding over-charge and harassment were not obviated.

162. The porters provided for the carriage of the passenger's baggage from ship to shore or *vice versa* are in the employ of the shipping companies, and the fare paid by the passengers includes, except on the Coastal Services, an element to cover the conveyance of the baggage to and from the ship at the commencement and end of the voyage. On the Coastal Services, the fare does not include such an element, but the portorage charges are fixed by the companies, and the porters are supplied by them, outsiders being totally excluded. It would appear that in the past some passengers were allowed to engage their own porters, but that the companies were later asked to supply porters because outsiders charged exorbitant portorage and were uncontrolled. This, then, is a very deep rooted evil ; and the change of system seems to have made no noticeable difference.

163. The sums extorted from the passengers in the above fashion on each occasion must be considerable, taking into account the fact that the number of passengers runs into hundreds per ship. Even assuming that the extortion averages out only at Re. 1 per passenger per embarkation or disembarkation, and considering that more than a million passengers travel every year, it will be seen that this racket must yield several lakhs of rupees a year.

164. The baggage porter is not the only one who extorts money from the passengers. When passages are scarce, passport and passage agents and brokers, it is reported, sell tickets at a premium ; the taxi or hackney man invariably extorts a much higher fare than is registered on the metre or is prescribed by the local authorities, apparently undeterred by the presence of members of varying rank of the police force ; the crew of the ship often extort money on various pretexts, *e.g.*, for opening up latrines, for supplying a bucket of fresh or hot water in the wash places, and in fact for any odd service which is already paid for by the passenger in his fare but is denied to him without additional payment. It is obvious that when space is 'sold' by porters, the ship's crew and subordinate staff are unlikely to countenance it except for a consideration. It would therefore seem that all this extortion goes on with the knowledge, more or less, of the authorities concerned.

165. We have had occasion in various places in this report to refer to the question whether the unberthed passenger can afford to pay increased fares. The extortions practised by passage agents, porters, etc., add to the passenger's expenses of the voyage, and the additional expenditure is just as great a burden to him as an increase in fares. Since the passenger does part with the money, the proper recipient should be the shipping company, who, in consideration thereof, can provide him with better conditions of travel. It should, therefore, be in the interests of the shipping company to take vigorous steps to liquidate, in co-operation with other authorities, these various irregularities so that any increase in fares which may be necessary as a result of the adoption of our recommendations may be set off in part by the savings in these respects.

166. One suggestion which has been made to us is that several baggage counters should be provided in the embarkation sheds for receiving passengers' baggage. Where portorage is due the company's staff should assess at these counters and recover the portorage, and issue receipts to the passengers. No direct payment by the passengers to the porters would

in this case be involved. The receipts should be handed over to the porter by passenger after the baggage has been placed on board, and the company should pay the porter for total of receipts so collected by him and surrendered to the company.

167. The Committee would also recommend that any person found extorting moneys from passengers on whatever pretext, should, if detected, be liable to a fine not exceeding Rs. 250 and/or imprisonment upto three months.

168. When and if permanent Deck Passenger Committees are instituted (as elsewhere recommended) one of their tasks should be to confer with the police, port and shipping authorities to devise ways and means to eradicate these evils.

169. The Committee cannot conclude this portion of the report without pointing out that it would be in the best interests of the passengers themselves firmly to resist these extortions every time, and to co-operate with the police, port and shipping authorities as well as with one another in eradicating the evil.

170. *Embarkation and Disembarkation.*—Embarkation and disembarkation often take place at jetties near which organised public transport facilities do not exist, and in such cases the passengers are at the mercy of taxi or hackney-men who demand exorbitant rates of hire. Even where public transport (bus or tram) is available, the passengers who have any baggage with them are not ordinarily admitted. In the circumstances, it would be of great assistance if the shipping companies in co-operation with public transport authorities could arrange for the provision of buses for carrying the passengers and their baggage from the wharf to the railway stations and also to one or two central points in the city. A reasonable charge may be made for this service. We have suggested elsewhere that Deck Passenger Committees, if and when established, should arrange transport facilities.

171. The facilities provided by various port authorities for deck passengers' embarkation and disembarkation contribute to or take away from the general amenities of the traffic. It is therefore necessary that the port authorities concerned should study the question of facilities with sympathy and solicitude.

172. The Indian ports which handle a large overseas deck passenger traffic at present are Bombay, Madras, Nagapattinam and Calcutta. The largest deck passenger traffic, including coastal traffic, is handled at Bombay. The Port Trust at Bombay have provided three berths for deck traffic. Out of these, the Ballard Pier or the Mole Station is by far the best. We are told that preference is given to foreign (berthed) passenger services at this pier, and deck passengers are allowed only if the berth is not wanted by a ship employed on such services. No. 18 Alexandra Docks has reasonable facilities for unberthed passengers but the shed needs to be extended considerably if large numbers, which are a common feature of deck traffic, are to be handled in comfort. At present, a considerable number have to wait for several hours outside the shed in sun or bad weather awaiting their turn to enter the shed, especially when the complement is large. Extension of the shed to almost twice its present size seems to be the only solution. No. 15, Victoria Dock, is the third passenger berth. It is inferior to No. 18, Alexandra Dock, but it has the advantage of being within the Victoria Dock, a fact which makes it possible for the ship to complete cargo loading within a few hours of the sailing time and shift to No. 15 (Inner) berth to embark passengers. This berth should be equipped with modern amenities like fans, etc., and more benches should be placed to serve the waiting passengers. This berth is generally used for the Persian Gulf traffic and sometimes for coastal traffic. There are no passenger berths in Prince's Dock, though an overwhelming proportion of coastal traffic is handled in that dock. A passenger berth should be provided as soon as possible. The Ferry wharves are reasonably well equipped by the port and shipping companies.

173. In Madras the South Quay walls can accommodate at least two vessels simultaneously, and the shed facilities, both for passengers and cargo, are conveniently adjacent. The passenger sheds, however, require to be extended and facilities in the form of fans, lights and benches require to be provided. Sanitary facilities require to be extended and modernised.

174. The Nagapattinam wharves are used by passengers embarking or disembarking from lighters but the sheds are inadequate in size and need to be almost doubled in area and fitted with fans, benches, etc. As customs examination involves detention of passengers in these sheds for very many hours, sanitary facilities require to be modernised and extended. With regard to embarkation and disembarkation by lighters, our observations are contained in a later part of the Report.

175. The Calcutta Port Commissioners have only one passenger berth at Outram Ghat. When the Committee visited that berth, the customs sheds were under repair. The Ghat

has a canteen on the upper floor, but it does not appear to be well patronised. The Outram Ghat, though the best passenger berth in Calcutta, did not impress us as being in any way comfortable if the embarkation or disembarkation were to last more than a couple of hours. The other berths to which passenger steamers are often taken are two or three ordinary cargo berths in the Kidderpore Docks and Garden Reach. These are not provided with any facilities whatsoever for handling a large number of passengers. They are far away from centres in the city where passengers congregate, and very far away from the Railway stations. Transport to the berths is difficult and costly. We were informed by the representative of the Calcutta Port Commissioners that the Commissioners proposed to convert the Princes Ghat, which is near the Outram Ghat, into a modern passenger berth, but that they have not been able to induce the Defence Ministry, who control that Ghat, to allow them to do so. The Committee is of the opinion that this question needs to be explored by the Ministries concerned and a satisfactory solution reached. The passengers embarking and disembarking at Calcutta should have far better facilities than at present. The Committee would also suggest that the Calcutta Port Commissioners should reserve and equip a berth in the Kidderpore Docks for the embarkation and disembarkation of passengers. If this is done, a ship could load cargo at a cargo berth, and then move to the passenger berth for embarking passengers, and often save a tide. Similarly an incoming ship could discharge passengers at the passenger berth and then move on to a cargo berth for unloading, thus saving valuable time. We would make the same suggestion for the Princes Dock, Bombay, where conditions are as unsatisfactory as in Kidderpore Docks and where, besides, in a single dock, as many passengers are annually handled as in the whole port of Calcutta.

176. We consider that the argument put before us by one or two of the spokesmen for Port Authorities, *viz.*, that passengers bring no direct income to the port administration and that any extension of facilities for them would mean unremunerative expenditure, should not be decisive. We would therefore recommend that the question of the various port authorities granting further facilities to unberthed traffic should be taken up by the Commerce Ministry with the Ministry of Transport, and with the Government of Madras as regards Nagapattinam.

177. As immediate measures, we suggest that arrangements be made for parking taxis etc., nearer than at present, at Kidderpore Docks. Such parking will save considerable hardship to passengers. The Port Commissioners should also arrange for benches for passengers, as none exist now. They should have mobile canteens as at Bombay, and the Bombay Port Trust should increase the number of mobile canteens to serve passengers in Victoria and Prince's Docks as well. Madras too can introduce such canteens with advantage.

178. Incidentally, we feel that a public telephone at jetties or wharves where unberthed passengers are embarked or disembarked would be a desirable convenience and we suggest that the port authorities concerned should arrange for necessary installations. There is already a public telephone booth at Ballard Pier, Bombay.

179. *Nagapattinam*.—The method of embarkation and disembarkation at Nagapattinam has been the subject of criticism from some quarters, and therefore the Committee took special pains to make themselves acquainted with it.

180. The steamer anchors about a mile or two away from the port in the open roadstead and passengers have to be taken alongside in lighters. They are then heaved up bodily, by the crew of the lighters and of the ship, to a staging rigged up in front of passenger ports opening in the lower tween decks of the ship. Saloon passengers are however taken up the accommodation ladder.

181. We took expert opinion on the subject, and were told that for handling large numbers the present method was the only safe one. The members of the Committee themselves were hauled up in this fashion, and did not find it at all so uncomfortable as it appears to an onlooker. We are further informed that even though the method appears to be risky, not a single accident or loss of life has occurred in all these years. On the contrary, the experts told us that if the large numbers which embark and disembark at this port were to be handled by the accommodation ladder there would be more likelihood of accidents. The abolition of Nagapattinam as a passenger port has been suggested by some witnesses mainly because of the difficulties of embarkation and disembarkation, but the Committee feels that such abolition is not justified.

182. Perhaps the difficulties are greater during the monsoon. The closing of the port during foul weather season may be considered by the Government of India.

183. We also recommend that, as in the case of saloon passengers, women and children as well as the aged and the sick amongst the deck passengers who desire this facility should be allowed the use of the accommodation ladder during embarkation and disembarkation at Nagapattinam.

184. *Customs Examinations.*—In the case of unberthed passengers proceeding to or arriving from foreign countries or from foreign settlements in India (*e.g.*, Goa) the Customs examine the baggage. Unlike cabin passengers on the same ships, unberthed passengers are not furnished with forms in which they could declare the nature of the dutiable articles included in their baggage. In view of the large number of unberthed passengers carried in each ship, the examination takes considerable time. In Nagapattinam and Madras, Customs examination lasts a whole day and even longer. At other ports it usually takes several hours. In view of the hardship caused to the unberthed passengers, it seems desirable to expedite the procedure as much as possible. We recommend that steps be taken to increase if possible the number of officers employed for the examination of the baggage and to make available to them the necessary space for doing so. Another possibility which deserves consideration is the issue of declaration forms to unberthed passengers in the same way as they are issued to cabin passengers. This is now more practicable as there has been a change in recent years in the type of person who travels on deck, especially on the overseas routes. Instead of unskilled workers, petty traders and white collar workers seem now to constitute the bulk of the deck passengers. This class of passenger would be capable of filling up forms, especially if they are drawn up in appropriate Indian languages. In the case of incoming passengers, arrangements could be made to distribute the forms on board a day or so prior to arrival.

185. Meanwhile the inadequacy of shed space provided in certain ports is also responsible for inordinate delays. In Madras, for example, we understood that under a recent practice, only a batch of about 200 is allowed to leave the ship at a time, and this keeps the bulk of the deck passengers on board for an unduly long time. We have already recommended extension and modernisation of sheds at Madras and Nagapattinam.

186. We should like to add here that we have been told that Customs examination at East African ports is much smoother in its operation than in Bombay. We recommend that the Government cause this procedure to be studied, deputing, if necessary, a Customs Official to visit these ports and introduce reforms in this matter in Indian ports, wherever necessary.

187. *Emigration Procedure.*—With the attainment of Independence by India and the change in the political status of almost all its neighbours in South-East Asia, the formalities attendant on travel have increased, and passengers travelling between these countries now have to be equipped with various documents *e.g.*, Permits, Passports, Visas, No objection Certificates, etc. The requirements, in due course, may be much simplified, but certain formalities are bound to remain permanently. We recommend that Government should prepare and distribute at a nominal price leaflets containing lucid instructions as to the procedure to be followed and the documents to be secured by passengers proceeding to the different countries, and that these should be made easily available in districts and ports wherefrom the bulk of the unberthed traffic now emanates.

CHAPTER V.

SAFETY

188. *Method of checking number of Passengers aboard a vessel.*—Every unberthed passenger ship before sailing is required to possess an 'A' Certificate and a 'B' Certificate issued by officers duly authorised in that behalf.

189. The former certificate indicates, *inter alia*, the maximum number of passengers which the ship may carry, and the latter indicates the numbers actually on board. We found during our enquiry that the officer issuing the 'B' Certificate makes no attempt to check the numbers on board. He accepts the figure given by the company who in turn arrive at the figure from the number of tickets sold.

190. We have no reason to think that the shipping companies at present engaged on the unberthed passenger trade in and from India would knowingly permit the carriage of a greater number of passengers than that shown in the Certificate, and we are certain that if any such excess carriage came to the notice of any responsible official of the companies, the matter would be forthwith set right. But the need for obviating any risk of the carriage of excess numbers without the knowledge of responsible officials of the company, and the desirability of altering the practice under which a Government officer issues a certificate attesting a fact which he does not, and is unable to verify, do not need to be stressed. We therefore recommend that arrangements should be made for the physical verification of the numbers on board before a certificate 'B' is issued, especially when a full or nearly full complement is carried. Unless such physical verification is made, the 'B' certificate officer should not certify the number actually carried.

191. We understand that, at least in pre-war days, the port of Rangoon had the following method of counter-checking the figures given by the Company. Clerks of the Mercantile Marine Department attended the embarkation gangways and as a passenger embarked, a slip was torn out from a book of two hundred leaves. The counterfoils in this book gave the number of passengers embarked and acted as counter check to the counterfoils in the ticket books of the company. Another system is said to have been used at Chittagong. The passenger, initially, was given an Embarkation Pass and not a ticket. This pass was surrendered by him at the jetty and exchanged for a ticket. The number of Embarkation Passes surrendered proved a counter check to the counterfoils in the ticket book. We recommend that one or the other of these systems should be made applicable at least in overseas voyages where the 'B' Certificate is signed by an officer of the Mercantile Marine Department, especially when ships carry full or near full complements.

192. *Practice Musters.*—Chapter III of the International Convention for the Safety of Life at Sea, 1948, Regulation 21 (b), provides that in passenger ships, except those engaged on short international voyages, a muster of passengers shall be held within 24 hours of leaving port. Regulation 21 (d) provides that the meaning of all signals affecting passengers with precise instructions on what they are to do in an emergency, shall be clearly stated in appropriate languages on cards posted in cabins and in conspicuous places in other passenger spaces. Regulation 20 (e) provides that the ship's muster list shall assign to members of the Steward's department their several duties in relation to passengers in times of emergency, and that these duties shall include :—

- (i) warning the passengers ;
- (ii) seeing that they are dressed and have put on their life jackets in a proper manner ;
- (iii) assembling the passengers at muster stations ;
- (iv) keeping order in the passages and on the stairways, and generally controlling the movement of the passengers ; and
- (v) seeing that a supply of blankets is taken to the lifeboats.

193. These requirements are complied with only on berthed passenger ships. In the majority of unberthed passenger ships little, if anything, on the above lines is ever attempted although the Convention applies to them as to any other passenger ship. The Shipping Companies and experts are almost unanimous that it is impracticable to hold similar practice musters of unberthed passengers, in view of the large numbers carried. If the passengers are taken in groups, the major portion of the working time of an officer and some members of the crew during the voyage would be engaged in conducting the series of practice

musters required. Besides, in the majority of unberthed passenger ships, there are not sufficient lifeboats to accommodate all on board (passengers and crew), and at a practice muster it would not be possible to indicate to each passenger a lifeboat in which accommodation is earmarked for him in case of an emergency.

194. Panic among the unberthed passengers must be regarded as a possibility whenever an emergency occurs. The shipping casualties which occurred during the period 1929-50 and which we have listed in another part of this Report, support this view. In the circumstances, it is considered necessary to take steps to minimise chances of panic amongst unberthed passengers. In the first place, we suggest that every effort should be made to see that passengers know how to put on, and secure a life-jacket; secondly, that they must be made familiar with the use of buoyant apparatus; and thirdly, that they must have frequent instructions as to their behaviour in case of an emergency.

195. The provision of a public address system should be of considerable assistance in cases of emergency and in dealing with panic should it arise. We recommend that such a system be made compulsory on all unberthed passenger ships engaged on voyages of over 48 hours' duration and that ship's officers be trained in its use. On shorter voyages also, instructions should be given as frequently as possible by demonstration and by megaphone where necessary.

196. *Revision of the Simla Rules.*—The Simla Rules, 1931, constitute an international agreement arrived at among countries, including India, interested in the unberthed passenger trade and the pilgrim trade. They were formulated under the provisions in that behalf contained in the International Convention for the Safety of Life at Sea, 1929, and enable the signatory Governments to prescribe, in respect of ships carrying large numbers of unberthed passengers in the pilgrim trade and other special trades, lower standards as regards "Construction" and "Life Saving Appliances etc." than those laid down in the International Convention in respect of ordinary passenger ships. The Convention made special provision enabling lower standards to be authorised in respect of these ships in view of the impracticability of enforcing full Convention requirements in their case.

197. There were certain technical grounds which were considered adequate to justify the Simla Rules. Unlike certain other waters, the seas adjoining the Simla Rules countries are calm for the major part of the year, and the clear atmosphere of the tropics provides ample visibility. Most of the time the traffic in these areas is not congested and the chances of collision are negligible. In view of the lesser risks a lower standard of safety precautions became possible.

198. As our terms of reference have asked us to suggest possible amendments to the Simla Rules, we thought it necessary to collect information regarding the unberthed passenger ships operating to and from India which had been lost or abandoned during the period 1929 to 1950, i.e., during the period subsequent to the adoption of the 1929 Safety Convention. We summarise below the information supplied by the shipping companies concerned.

BRITISH INDIA STEAM NAVIGATION CO., LTD.

S. S. "Tilawa".—Torpedoed on the 24th November 1942. Of the 945 persons on board 280 were lost and the others were saved. The ship had 19 boats accommodating 915 persons, and rafts for 1772 persons. Only 13 boats were able to get away. The unberthed passengers panicked as soon as the first torpedo struck the ship, and the panic definitely contributed to the loss of life through overcrowding of the boats, etc.

S. S. "Sir Harvey Adamson".—Lost on the 18th April 1947 as a consequence of striking a mine during a cyclone. Of the 273 persons on board there were no survivors. The ship had 4 boats accommodating 177 persons, and rafts accommodating 264 persons. No information is available as to how many boats were able to get away, and whether the unberthed passengers panicked.

SCINDIA STEAM NAVIGATION CO., LTD.

S. S. "Burmestan".—Lost while entering Kyaukpyu harbour on the 30th July 1935, having struck some submerged object. Of the 267 persons on board 2 were reported missing. The ship had 7 life boats capable of accommodating 383 persons. All the boats were launched and there was no panic among the passengers or crew.

THE BENGAL BURMA STEAM NAVIGATION CO., LTD.

S. S. "Mallard".—Was caught in a severe cyclonic storm near Cox's Bazaar on 23rd October 1947, was driven away from her course, and ultimately capsized. Of the 79 passengers and 25 members of the crew, 38 passengers and 12 members of the crew were presumed to have been lost. The ship had on board only 2 boats capable of accommodating 40 persons. The suddenness with which the casualty occurred was so great that neither of the life boats could be launched. There was panic among the passengers but not among the crew.

THE INDIAN CO-OPERATIVE NAVIGATION AND TRADING CO., LTD.

S. S. "Ramdas".—Was lost on the 17th July 1947 in the Bombay Harbour owing to stress of weather and the behaviour of the passengers who crowded on to one side of the ship. Of the 739½ persons on board (counting children between 1 and 12 years as half and ignoring infants below 1 year), 507½ were presumed to have lost their lives. The ship had 2 life-boats capable of accommodating 62 persons, and 10 life-rafts capable of supporting 200 persons. Neither boat could be launched. The passengers panicked, and the panic was one of the causes of the casualty.

THE MOGUL LINE, LTD.

S. S. "Rahmani".—Torpedoed without warning on the 12th July 1943. Of the 308 persons on board 20 were lost, 9 of the latter probably by the actual torpedoing and the remainder by a life-boat overturning in the process of beaching, the next day. The ship had 12 life-boats accommodating 426 persons, and 11 boats were able to get away. The Master's report was that "there was no panic but every one appeared to be shouting at the same time". The owners state that it was clear from subsequent analysis of the Master's and other reports that certainly the conduct of some passengers and probably also of some of the crew was disorderly. They also state that there was no evidence that panic among passengers or crew contributed to the casualty at the time of abandonment of the vessel, but that there was evidence that panic among passengers later contributed to the casualty when the No. 9 life-boat capsized in the surf when beaching on the Arabian coast.

THE BANK LINE, LTD.

M. V. "Incomati".—Torpedoed, one life was lost. No unberthed passengers were on board.

199. Analysing the casualties listed above, it will be seen that :—

3 ships were torpedoed ('Tilawa', 'Rahmani' and 'Incomati').

1 ship struck a mine during a cyclone ('Sir Harvey Adamson').

1 ship struck a submerged object ('Burmestan').

1 ship was lost in a cyclone ('Mallard').

1 ship was lost owing, among other causes, to stress of weather and the behaviour of the passengers ('Ramdas').

200. The first four of the above casualties are to be attributed to the war, and the other three to the ordinary perils of the sea. The passengers panicked on the 'Tilawa', the 'Mallard', 'Ramdas' and the 'Rahmani'. No information is available as to whether panic occurred on the 'Sir Harvey Adamson'. On the 'Burmestan' there was no panic and on the "Incomati" there were no unberthed passengers.

201. Serious loss of life occurred only on three ships namely, the 'Tilawa' (280 out of 945), the 'Sir Harvey Adamson' (273 out of 273) and the 'Ramdas' (507 and over out of 740 and over). The 'Tilawa' had life-boats for nearly all persons on board, so that the loss of life cannot be attributed to inadequacy of life-saving appliances. The 'Sir Harvey Adamson' had life-boats for 177 persons and rafts for 264 persons, but none of these were presumably of any avail. In the case of the 'Ramdas', the inadequacy of life-saving appliances undoubtedly accounted for the heavy loss of life.

202. It is not unlikely that unberthed passenger ships owned by companies which do not operate to or from Indian ports, but operate from other countries which were party to the Simla Rules, were also lost during the period in question. We would suggest that the Government of India should call for the particulars from the other signatories to the

Simla Rules before the next conference is called, so that the revision of the Rules may be considered in the light of the circumstances attendant on casualties which may have occurred to the unberthed ships of all the countries concerned.

203. Taking all aspects of the matter into consideration, we are of the opinion that the scale of life-saving appliances on unberthed passenger ships should be increased and that where it is not possible to provide life-boats for all persons on board, buoyant apparatus should be provided not only to make up the deficiency but also to provide an adequate margin.

204. We append to this Report (Appendix 12) the suggestions made by the Nautical Adviser to the Government of India and the Chief Surveyor with the Government of India, whom we co-opted on the Committee, as to the modifications necessary in the Simla Rules. We are in general agreement with those suggestions, and recommend that they may be put forward at any International Conference which may be convened for the revision of the Simla Rules, especially now that a Second (1948) Convention for Safety of Life at Sea has been held and a new set of standards discussed and recommended.

This Report at Appendix 12 deals with coastal voyages in draft rule 5. Regarding unberthed passenger ships engaged in such voyages between ports on the coast of India our Technical Members recommend that ships which do not fully comply with the Life Saving Appliances requirements for ships engaged on Short International Voyages, through deficiency in life boat accommodation, shall have this deficiency made up with approved buoyant apparatus and in addition shall be provided with buoyant apparatus for 10 per cent of the total number of persons which the ship is certified to carry.

205. *Insurance against loss of life or injury.*—Without entering into any legal discussion regarding the compensation, if any, payable to the dependents of an unberthed passenger in the event of his losing his life, or to himself in the event of his sustaining an injury, as the result of a shipping casualty, we would suggest that provision should be made for the payment of compensation in such cases, irrespective of whether the owner, the master or other person is at fault. The possibility of requiring shipowners to take out a sort of third party insurance in respect of unberthed passengers should be carefully investigated. In view of the very large numbers carried each year, and the comparatively small number of lives lost, we expect that the premium payable by the companies would be moderate.



CHAPTER VI

PASSENGER WELFARE

206. *Permanent Deck Passenger Committee.*—If there is one fact which has impressed itself upon us more than any other, it is that the deck passengers need a friendly organisation at each port to look after their interests. From the moment they arrive at the port of embarkation to the time they leave the port of disembarkation they seem to be beset with difficulties. On arrival at the former port, their first difficulty is to find a place to stay with their women and children and baggage, until the ship sails some three or four days later. Many of them camp on open platforms or open spaces adjacent to railway stations. Others fall victim to touts of cheap boarding houses and hotels, only a fortunate few have friends with whom they can stay at the port. Those bound for other countries have to secure the necessary permits, passports, visas and no objection certificates from various authorities. At these offices, their ignorance or illiteracy causes difficulties, financial loss and delays. They have then to purchase tickets and even if the passages available are enough to meet the demand, passengers have to wait in long queues for hours and sometimes to pay high premia for the tickets. The conveyance to the wharf for embarkation is another problem. They have to battle with the porters. They have to stay in or near the sheds for several hours, and meanwhile the children may want water and food but decent refreshment arrangements may not exist in the vicinity. Arrived on board, the passengers may have to submit to the exactions of the crew directly or through the porters before they are allowed to settle down on the deck. Thereafter, practically every service to which they are entitled and for which they have already paid becomes a problem; bathing water, even drinking water, catering service, etc., are often sold at a premium. It has been reported to us that even latrines are sometimes locked up, and gratuities have to be paid to sweepers to get them opened. At the port of disembarkation the same difficulties as were experienced at the port of embarkation are likely to occur in the reverse order, with quarantine and a more rigorous customs examination added on.

207. During this period the passenger hardly finds any one in authority to whom he can turn for effective help or advice, and we consider that an agency should be provided to look after him in all matters. For this purpose a permanent Deck Passenger Committee may be set up for each District of the Mercantile Marine Department, *viz.*, the Bombay, Calcutta and Madras Districts and sub-committees at each minor port where there is an appreciable amount of unberthed passenger traffic, for instance, at Nagapattinam and Tuticorin. The District Committees may be composed as follows:—

1. *Chairman :*

The Principal Officer, Mercantile Marine Department.

2. *Members :*

(a) 2 non-officials engaged in social or welfare work and interested in unberthed passengers, nominated by Government in consultation with recognised Associations of steamer passengers wherever they exist.

(b) A lady interested in social or welfare work, nominated by Government.

3. *Secretary :*

A paid Secretary.

208. The Committee should be provided with an office, staff and budget and be responsible for looking after the interests, comforts and conveniences of the deck passenger at all ports in the District and on board ship, and in particular:—

- (i) for arranging for the stay of the deck passengers at the port before embarkation and after disembarkation;
- (ii) for assisting them in securing tickets, permits, visas and other papers and arranging for vaccinations, inoculations, etc;
- (iii) for arranging transport in co-operation with public transport companies;
- (iv) for facilitating embarkation and disembarkation and protecting passengers from imposition and undue levies;
- (v) for visiting unberthed passenger ships and bringing to the notice of the Mercantile Marine Department any non-compliance with the law or any unsatisfactory conditions;

(vi) for receiving complaints from unberthed passengers, and obtaining redress from the appropriate authorities.

209. We do not wish to go into greater detail here regarding the functions of the proposed committees but we feel that they should have some statutory powers enabling them to go on board and inspect ships and to call for information from the Masters and Owners of ships.

210. In order to meet the expenses of the Committees, and to finance the provision of amenities for deck passengers, we suggest that a cess at the rate of $2\frac{1}{2}$ per cent of the fare in the case of overseas passengers and $1\frac{1}{4}$ per cent in the case of coastal passengers, subject to a minimum of one anna per passenger, should be levied on all passengers (*i.e.* cabin as well as deck passengers) arriving at or departing from any port in India by unberthed passenger ships. From the figures furnished to us, it would appear that the total fares paid by passengers who travelled by unberthed passenger ships in 1949 was approximately $3\frac{1}{2}$ crores of rupees. A proportion of this figure would represent the fares paid by passengers who did not embark or disembark in India but we feel that the proportion would not be high. We consider an income which will be sufficient to enable the Committees to function efficiently and usefully would accrue from the proposed cess.

211. *Welfare Officers.*—Until conditions on unberthed passenger ships improve very considerably, it would seem advisable to appoint Welfare Officers to travel frequently on ships on the Madras/Singapore, Calcutta/Singapore, Madras/Rangoon; Calcutta/Rangoon, and Bombay/East Africa routes. On other overseas routes, the number carried do not seem to warrant the appointment of such officers. These officers must be empowered to undertake journeys on coastal routes as well.

212. The Welfare Officers may be servants of the Deck Passenger Committees or they may belong to the Mercantile Marine Department. The rules may contain a provision requiring the shipowners to carry these officers free of cost as regards passage. The shipowners' charges for food may, however, be payable by the permanent Deck Passenger Committees or by Government as the case may be.

213. *Complaint and Suggestion Books.*—We consider that the unberthed passenger should have the means of lodging complaints with the master, owners and Government on matters relating to his journeys, and that, where the complaints are genuine, the permanent Deck Passenger Committee, or alternatively the Mercantile Marine Department, should follow them up. We therefore recommend that the rules should require that a complaint and suggestion book, in a form to be prescribed and supplied by Government, should be available on each ship, at a place readily accessible to deck passengers, and that the book should be transmitted to the Principal Officer with the observations of the master or owners of the ship, within a week of the arrival of the ship in port.

CHAPTER VII

CONCLUSION

214. *Future of Deck Passenger Traffic.*—We have at the outset referred to the considerable fall in unberthed traffic during the war and post-war years. The following figures extracted from Appendix VIII to the Report of the Reconstruction Policy Sub-Committee on shipping indicate the volume of traffic on various overseas lines for a period of five years preceding the war :—

	1934-35	1935-36	1936-37	1937-38	1938-39
(1) Calcutta/Rangoon	1,35,642	1,61,479	1,41,050	1,38,530	1,38,398
(2) Madras/Rangoon	69,757	71,212	67,563	66,275	75,249
(3) Coromandal Rangoon	1,14,314	1,16,335	1,10,217	1,16,045	1,16,239
(4) Chittagong/Rangoon	1,31,725	1,29,557	1,38,023	1,28,763	1,25,664
TOTAL	4,51,438	4,78,583	4,56,853	4,49,613	4,55,550

- (a) Average for 5 pre-war years (excluding Chittagong/Cox's Bazar/Maungdaw Service) was 4,58,407 and the pre-war average for the Chittagong/Cox's Bazar run alone was about 68,336 a year.
 (b) The 1949 traffic on all the above lines was about 1,04,000.

	1934-35	1935-36	1936-37	1937-38	1938-39
(5) Tuticorin/Colombo	93,244	96,444	90,996	102,226	96,833
(a) Average of five pre-war years	95,948				
(b) The 1949 traffic	11,683				

215. Thus an average pre-war overseas traffic between India and two out of the three main countries which absorbed Indian labour in large numbers (Burma and Ceylon) has fallen from an annual average of 5,22,681 to about 1,15,000. India/Straits traffic has decreased by over 50 per cent.

216. The emigration of unskilled labour is now prohibited by India and the immigration in other countries is considerably restricted. Political and economic unrest in almost all the countries concerned and the various control and trade regulations have considerably hampered the free and even flow of trade. Though it is difficult to foresee what the future conditions will be, it seems to be clear that the mass transportation of labourers between these countries and India which was a common and continuous feature of unberthed passenger traffic before the war, is unlikely to be resumed.

217. There is, however, a very important factor which needs to be taken into account. The genesis of the unberthed traffic for over a century and a half has been (a) the pressure of population in India, and (b) the demand for Indian labour by the underpopulated neighbours. While the pressure of population in India is bound to remain a very serious problem for some decades to come and until India is able to establish an ample and self-sufficient economy, the question whether the neighbouring countries will for their rehabilitation and development programmes depend in future, as in the past, on India alone, still remains to be answered. It would be rash to attempt an answer at this stage but the Committee feels that it would be safe to assume that for years to come, unberthed traffic will remain far below the pre-war levels even if circumstances may alter so as to revive it in the near future and take it to a comparatively higher level than at present.

218. *Uniformity of Amenities.*—The Indian Merchant Shipping Act and the notifications issued thereunder regulate space and other matters such as the food, fuel, water, hospital facilities, etc., to be provided on unberthed passenger ships. These are not covered by the International Convention for the Safety of Life at Sea or other International agreements. Nevertheless, in all but one of the principal unberthed passenger trades carrying Indian nationals, namely, between India and Africa, India and Burma, India and Malaya and India and Persian Gulf, the ships operating are in possession only of Indian Certificates. In the exceptional case, the concerned ship holds a certificate from the Government of Singapore also. It is understood that the Singapore Government have adopted the same space allowances etc. as the Government of India. The scale of life-saving appliances to be provided in unberthed passenger trades is prescribed by the Simla Rules which were framed under the International Convention for the Safety of Life at Sea. We understand that, on account of a difference in interpretation of the Simla Rules as applicable to this passenger service between India and Singapore, the certified capacity of a ship as authorised by the

Government of Singapore for the Singapore-Madras run is very much larger than the carrying capacity permitted by the Government of India. We understand that the removal of this disparity is under the consideration of the Government.

219. We consider it of the greatest importance that the space and other amenities recommended by us in this report should be available to the passengers on the inward run to India as on the outward run and hence we recommend that all appropriate and necessary steps should be taken by the Government of India for this purpose. We may note here that almost all the unberthed passengers proceeding to or from India are Indian nationals.

220. *Position of Indian Shipping.*—It has been urged before the Committee by some representatives of Indian shipping companies that while they agreed on the urgent necessity of raising the present standards of amenities of those who travel on decks in unberthed passenger vessels, the present was somewhat an inopportune time having regard to the critical financial position of the companies engaged in unberthed passenger traffic. Nevertheless we feel that effect should be given to the recommendations we have made which we consider the minimum consistent with decency, comfort and national prestige. We have also stated that our recommendations did not involve much capital expenditure. All the same, the Committee recommends that Government should give such assistance to the shipping companies as may be necessary on actual results in order to enable them to give effect to our recommendations. Mr. Buch would further like to add that the relevant recommendations made by the Committee should be treated as conditional upon appropriate financial relief being accorded to the shipping companies in respect of the consequential increase in costs.



SUMMARY OF RECOMMENDATIONS.

I. *Dormitories, Bunks, Benches, Seats and Space allowance.*

221. (a) The provision of bunks, benches or seats for all passengers should be accepted as the goal to be achieved in due course.

(b) Shipowners should investigate the possibility of providing dormitory accommodation when designing new unberthed passenger ships, especially for the longer voyages.

222. Bunks should be immediately provided for all deck passengers on ships plying between India and East or South Africa.

223. (a) Bunks should be provided for 25 per cent. of deck passengers on ships plying between India and Burma or Malaya and ships engaged on voyages exceeding 48 hours in duration.

(b) The percentage should be increased to 100 in five years' time. Meanwhile the space allowance should be increased as indicated in para. 225.

224. Bunks, benches or seats should be provided for all unberthed passengers on ships engaged on voyages not exceeding 48 hours' duration. Until such provision is made the space allowance should be increased as indicated in para. 225.

225. Where bunks, benches or seats are not provided for all the unberthed passengers carried and passengers are accommodated on or partly on the bare deck, the following space regulations are recommended :—

(a) *Voyages of over 48 hours' duration :*

	Fair weather season Sq. ft.	Foul weather season Sq. ft.
Upper (weather) deck	12	†
Upper between deck	12*	12*
Lower between deck	14*	15†

*Plus 4 sq. ft. airing space on upper weather deck.

† plus 6 sq. ft. airing space on the upper (weather) deck.

‡ The upper (weather) deck should not be measured for passengers in foul weather.

(b) *Voyages of between 24 and 48 hours' duration :*

	Fair weather season Sq. ft.	Foul weather season Sq. ft.
Upper and upper between deck	*10	*12
Lower between deck	*12	*15

*Plus 4 sq. ft. as airing space as under the Rules in force at present.

(c) *Voyages not exceeding 24 hours' duration :*

	Fair weather season Sq. ft.	Foul weather season Sq. ft.
All decks	*8	*9½

*Plus 4 sq. ft. as airing space as under the Rules in force at present.

N.B.—Where an Upper Deck Class is provided for which higher fares are charged, the space allowance for that class should be proportionate to the higher fare charged.

II. *Passenger Accommodation.*

226. All spaces measured for the accommodation of unberthed passengers should be enclosed by a broad white line at least 3" broad permanently painted round it.

227. No space within 2 feet of the entrance to any ladderway, of any entrance to a wash place or a battery of latrines, or of any watertap should be included in the space measured for passengers. These two feet gangways must be partitioned off by two barred rails or chains and stanchions.

228. The carriage of cargo in any space measured for passengers should be totally prohibited, unless the Ship's Certificate is specially endorsed by the certifying authority clearly specifying the deck to be used for such carriage, and the consequent reduction to be made in the number of passengers which the ship may carry. Yearly statistics should be prepared carefully of all such cases of endorsement.

229. Deck passengers should be allowed to be carried only in spaces approved by the Surveyor.

230. All decks which are measured for carrying Deck passengers should be sheathed either with wood or with an approved non-conducting composition.

231. The upper or weather deck should not be measured for passengers in foul season on ships engaged in voyages of more than 48 hours' duration.

232. A portion of one deck sufficient for at least 20 adults in each ship should be enclosed by movable partitions, and reserved exclusively for the use of women and children. Shipowners should be required to submit, during a period of 3 years, returns showing the area partitioned off on each ship and the number of women who utilised the separate accommodation provided, with a view to enabling Government to estimate the extent to which passengers avail themselves of this facility.

233. The present provision regarding the carriage of cattle should be replaced by a direct and unqualified prohibition of the carriage of cattle on any deck or compartment which carries passengers.

234. On ships engaged on voyages of over 48 hours' duration a portion of the deck should, wherever possible, be partitioned off as children's play room and equipped with toys and materials for playing games.

III. *Airing Space : Ventilation*

235. The total airing space meant for the 'tween deck and/or lower 'tween deck passengers on the upper (weather) deck should be effectively separated from the rest of the upper deck spaces meant for accommodating passengers by temporary or permanent barriers and should be clearly marked "AIRING SPACE FOR BETWEEN DECK PASSENGERS ONLY", in English and in appropriate regional languages. The space, so separated, should be fitted with benches, preferably with rigidly divided seats, and chairs, and passengers should not be allowed to bring their luggage or beddings into the space and settle down therein for the voyage.

236. Where there are practical difficulties in carrying out the above recommendations two or more such enclosed spaces whose total area should approximate to the airing space prescribed under the rules, may be provided. In cases in which even this course is not practicable or convenient, Government may grant suitable relaxation.

237. In all new ships 10 sq. in. of cowl ventilation per passenger in a non-self-airing upper 'tween deck and 15 sq. in. of cowl ventilation per passenger in a lower 'tween deck should be made compulsory. In addition, mechanical ventilation of an approved type should be made compulsory.

238. One 28" fan for every 300 sq. ft. of deck space measured for passengers should be provided in all 'tween decks other than self-airing decks. If the sweep of the fans used is larger, the number of fans to be provided may be correspondingly reduced.

IV. *Baggage Space*

239. In arriving at the number of passengers which a deck or 'tween deck or shade deck may carry, a deduction of 5% of the area should be made to accommodate baggage and it should be prescribed by rules that baggage racks should be provided of such floor area.

240. The shipowner should be given the legal right to insist on the removal of heavy baggage from the passenger accommodation to spaces allotted for the storage of baggage.

V. *Fresh Water for Drinking etc.*

241. The present rule requiring a ship to carry one imperial gallon of potable water per passenger per day should be changed to require two gallons instead. Further all un-berthed passenger ships should be required to carry five imperial gallons of fresh water per passenger per day for all purposes including the two gallons potable water per passenger indicated above.

VI. *Wash Places, Dressing Rooms etc. :*

242. The scale for wash places and dressing rooms should be as follows :—

Ships engaged on voyages of over 48 hours' duration.

- (a) 1 wash basin, or preferably sink, for every 50 passengers, running cold, fresh water. Of the total number of wash basins, one at least should be placed in each wash place.

(b) 1 cold salt water tap or shower for every 100 passengers.

(c) 1 tap or shower in each wash place running hot, salt water, to be counted in the total of (b) above.

The wash places should be conveniently distributed over the ship and should ensure complete privacy to those who use them. At least one wash place should be reserved exclusively for women.

There should be two dressing rooms, one for men and one for women, not less than 24 sq. ft. in area, fitted with mirrors and a seat. Wherever possible the dressing room should be adjacent to, or communicate with wash place, and where it is not so adjacent the dressing room should have one wash basin out of total indicated in (a) above.

Ships engaged on voyages of between 24 and 48 hours' duration.

Half the above scale. The one dressing room should be reserved for women.

Ships engaged on voyages of less than 24 hours' duration.

One wash place for men and one for women, each fitted with a wash basin running cold fresh water, and one dressing room for women.

243. The above requirements may be insisted upon in the case of all new ships. Existing ships may be required to comply with the requirements as far as possible.

VII. Latrines

244. There should be 4 latrines for the first 100 passengers and one additional latrine for every 25 passengers or part thereof for ships engaged on voyages whose duration is over 48 hours, and half the above scale on voyages upto 24 hours. For voyages between 24 and 48 hours there should be three latrines for the first hundred passengers and one for each additional 33 passengers or part thereof. Small commode seats with back rests should be provided for children in all unberthed passenger ships in the proportion of half percent of its total certified carrying capacity. Exemptions from the provisions of this rule may be granted to existing ships only on the grounds of constructional difficulty and/or special factors which make it unreasonable to insist on the full scale.

245. The new latrines should be of the modern flushing type. Each compartment should be at least 3 ft. by 3 ft. 9 in. and should be provided with a salt water tap, a pannikin for water, and two storm rails.

246. There should be one attendant for every 12 latrines and he should be on duty from 5 A.M. to 5 P.M. and his work should be effectively supervised.

VIII. Medical Facilities : Hospitals

247. A permanent hospital should be provided on all unberthed passenger ships engaged on voyages of more than 48 hours' duration and carrying more than 100 passengers. Where the certified capacity of the unberthed passenger ship exceeds 1,000 and voyage between terminal ports exceeds 120 hours, a nurse also should be carried.

248. On ships engaged on voyages exceeding 48 hours and under 120 hours between terminal ports, berths in a permanent hospital should be provided on the following scale :—

Half percent of the certified passenger capacity for the ordinary hospital, and

Quarter percent of the certified carrying capacity for the isolation hospital, provided that no such ship shall be required to have more than 8 beds in the ordinary and 4 in the isolation hospital.

249. For ships engaged on voyages over 120 hours between terminal ports, double the scale is recommended provided that no ship should be required to have more than 12 beds in the ordinary hospital and 6 in the isolation hospital.

250. As regards ships engaged on voyages of 48 hours' duration or less and carrying more than 100 unberthed passengers, the existing position may be allowed to continue i.e., they may be required to have materials for erecting a temporary hospital, and to carry the prescribed medicines.

IX. Catering Arrangements

251. The Port Health Officer at each Port should be empowered to examine the catering staff and inspect food, utensils, cooking places and the dining spaces for unberthed passengers and to issue an appropriate certificate.

252. The abolition of contractor system of catering and its replacement by departmental catering to be undertaken by the shipping companies is considered desirable.

253. All new ships engaged in voyages over 48 hours should be provided with a dining room or rooms, equipped with tables, chairs or benches, electric fans and also with wash basins nearby, for the use of unberthed passengers. The dining rooms should have an area of not less than one square foot for every unberthed passenger which the ship is certified to carry. In existing ships, the best possible arrangements should be made, but the area of the space set apart should not, in any case, be less than half a sq. ft. per passenger. Such spaces should not be used as passage by the crew or other persons and should be kept scrupulously clean.

X. Facilities ashore

254. The shipowners and Agents should be asked to devise ways and means whereby deck tickets can be made available a few days in advance, and through approved travel agencies provided all the necessary papers like Passports, Visas, Pernits, 'No objection' certificates, etc. are in order.

255. Special precautions should be taken by steamship companies to obviate corrupt practices by brokers, passage agents or the clerks in the booking offices. Booking offices should be required to issue 'No Accommodation Certificates' whenever a ticket is refused, such certificate to bear date and time of issue.

256. Government should license all Passport Agents, Passage Brokers and Agents authorised to sell tickets to unberthed passengers.

257. Section 209C of the Indian Merchant Shipping Act should be made applicable to unberthed passenger vessels engaged in overseas trades also, and the 'sailing date' for this purpose should be a date duly announced not less than 72 hours before the time of sailing. The date, time and place of embarkation and disembarkation should be advertised as indicated in the Report.

258. It should be provided by law that any individual found extorting moneys from passengers on whatever pretext would, if detected, be liable to a fine up to Rs. 250 and/or imprisonment up to three months.

259. The Commerce Ministry should take up with the Ministry of Transport and with the Government of Madras (as regards Nagapattinam) the question of providing further facilities to unberthed passengers at the various ports which handle unberthed passenger traffic.

260. The closing of the port of Nagapattinam during the foul weather season may be considered by the Government of India. The Committee recommends that as in the case of saloon passengers, women and children as well as the aged and the sick amongst the deck passengers who desire this facility, should be allowed the use of the accommodation ladder during embarkation and disembarkation at Nagapattinam.

261. The Government should examine the possibility of adopting the procedure for Customs examination as in force at East African ports, which is said to be smoother and more convenient for the passengers; they may first, if necessary, depute an officer to study this procedure.

262. The Government should prepare in English and regional languages and distribute at a nominal price, leaflets containing lucid instructions as to the procedure to be followed and the documents to be secured by passengers proceeding to the different countries, and these should be made easily available in districts and ports wherefrom the bulk of the unberthed traffic now emanates.

XI. Safety

263. It is essential that the scale of life-saving appliances on unberthed passenger ships should be increased and with this view in mind, a set of rules has been prepared and appended with the Report. This may be put forward at any International Conference which may be convened for the revision of the Simla Rules. Recommendations have also been made as regards the scale of life-saving appliances to be enforced for ships engaged in coastal voyages.

264. All ships engaged in voyages of the duration of more than 48 hours should be required to be equipped with the Public Address system, such system to be used for the demonstration and explanation of procedure to be adopted by passengers in times of emergency. On shorter voyages, instructions should be given as frequently as possible by demonstration and by megaphone where necessary.

265. It is essential that a careful check of the number berthed passenger ships should be made at least in overseas or near full complement is carried.

266. Government should investigate the possibility of requiring shipowners to take out a sort of third party insurance in respect of all unberthed passengers carried.

XII. Passenger Welfare

267. A permanent Deck Passenger Committee should be appointed by Government for each of the districts of the Mercantile Marine Department, viz., the Bombay, Calcutta and Madras districts, and sub-committees at each minor port where there is an appreciable volume of deck passenger traffic and their functions should be as set out in the Report.

268. Passenger Welfare Officers should be appointed to attend to the needs of unberthed passenger traffic and to undertake voyages on unberthed passenger ships.

269. A cess as indicated in the Report may be levied on all passengers travelling by unberthed passenger ships to meet the recurring cost of giving effect to recommendation referred to in paragraphs 267 and 268 above.

270. With a view to enabling unberthed passengers to lodge complaints or make suggestions, complaint and suggestion books should be provided on all unberthed passenger ships in a form to be prescribed by Government.

271. The space and other amenities recommended in the Report should be available to the passengers on the inward run to India as on the outward run and all appropriate and necessary steps should be taken by the Government of India for this purpose.

272. Such financial assistance may be given to the shipping companies as may be found necessary on actual results to give effect to the various recommendations detailed above.

273. *Conclusion* -- In concluding the Report, the Chairman and Members wish to place on record their high appreciation of the deep knowledge of shipping laws and regulation and the zeal and industry of Mr. C. R. B. Menon, the Member-Secretary. They wish to acknowledge the valuable assistance they have received from him and from the staff of the Committee.

S. Jagannathan, *Chairman*.

C. A. Buch
P. Kodanada Rao
Bidesh Kulkarni
M. C. Veerabahu } *Members*.

C. R. B. Menon, *Member-Secretary*.

Bombay, the 16th November, 1950.